



भारतीय दूरसंचार विनियामक प्राधिकरण  
Telecom Regulatory Authority of India



**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**

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Tower F, NBCC World Trade Centre, Nauroji Nagar, New Delhi-110029

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# CHAPTER I: INTRODUCTION AND BACKGROUND

## A. Introduction

1.1 In 1980s, European countries started developing digital mobile communication standards to replace the analog<sup>1</sup> systems which were used for providing cellular mobile telephony in Europe at that time<sup>2</sup>. The result was Global System for Mobile Communication (GSM)<sup>3</sup>. One of the early lessons from analog cellular mobile systems was their vulnerability to fraud and cloning, as authentication was either weak or non-existent. Therefore, a critical goal of GSM was to ensure security<sup>4</sup>, interoperability, and user mobility. To meet these requirements, the GSM standard 11.11 defined a separate, tamper-resistant smart card. This smart card would store International Mobile Subscriber Identity (IMSI) i.e. unique ID for the user, authentication key, and algorithms for authentication and encryption. The smart card was called the Subscriber Identity Module (SIM). The GSM's decision to make the SIM removable and separate from the mobile handset was groundbreaking. It provided the following important features:

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<sup>1</sup> Analog signals vary smoothly over time, capturing real-world phenomena like sound, light, or temperature in a continuous manner. On the other hand, digital signals represent information using discrete values, typically binary code (0s and 1s), allowing for precise and unambiguous data representation.

<sup>2</sup> Before GSM, European countries used analog 1G (first generation) systems like Nordic Mobile Telephone (NMT) and other national analog networks. These systems used Frequency Division Multiple Access (FDMA) with Frequency Modulation (FM) for voice transmission. These systems were characterized by dedicated circuit switched channels for each call, low capacity, limited roaming and importantly, cloning risk and no encryption.

(a) Cloning risk: Phones were identified by their device number, which could be copied, allowing fraudsters to make calls billed to someone else.

(b) No encryption: Voice calls were transmitted as raw analog FM signals. Conversations could be intercepted with radio scanners.

<sup>3</sup> The GSM standard was framed in 1990-91 through the collaboration between Conference of European Posts and Telecommunications (CEPT), European Telecommunications Standards Institute (ETSI), European network operators, and industry representatives.

<sup>4</sup> There were numerous security improvements in GSM over analog 1G systems, as outlined below:

(a) SIM card authentication: Subscriber identity moved from the device to a SIM card, which stored secure keys. This made cloning much harder.

(b) Digital encryption: GSM introduced cipher algorithms to encrypt calls and SMS, making eavesdropping far more difficult.

(c) Mutual authentication: The network could verify the SIM, and the SIM could verify the network - reducing fraud.

(d) Temporary identifiers: GSM used Temporary Mobile Subscriber Identity (TMSI) instead of broadcasting permanent IDs, protecting user privacy.

(e) Better fraud prevention: Billing and roaming were secured through standardized authentication protocols.

- (a) User Mobility: Users could move their identity and subscription from one mobile phone device (handset) to another by simply replacing the SIM card.
- (b) Operator Flexibility: Mobile network operators could pre-provision SIM cards and control access to their networks.
- (c) Device Unlocking: This separation enabled multiple device vendors to enter the market, fueling the global mobile revolution.

1.2 The first SIM card was launched in 1991 by a German company named Giesecke+Devrient (G+D).<sup>5</sup> This SIM card was of the size of a credit card (full-size SIM card). In 1996, the Mini SIM (or regular SIM) was launched. One had to open the battery area on the back of the mobile phone to insert the Mini SIM. The size of the SIM card reduced further with the launch of the Micro SIM in 2010. In 2012, the Nano SIM was launched, which was even smaller than the Micro SIM. Today, most modern mobile phones use Nano SIM cards.<sup>6</sup> The form factors (FFs) of various SIM cards have specific nomenclature – 1FF for the full-size SIM card, 2FF for Mini SIM, 3FF for Micro SIM, and 4FF for Nano SIM<sup>7</sup>. This category of SIM cards is commonly referred to as 'physical SIM card', or 'removable SIM card', or simply 'SIM card'. Users insert such SIM cards into a designated slot in their mobile devices to connect to a cellular mobile network.

1.3 The other category of SIMs is called embedded SIM or eSIM. The journey of eSIM began in the year 2010, when the Global System for Mobile Communications Association (GSMA) introduced the concept of eSIM as a flexible, embedded alternative to the physical SIM card. The eSIM was initially

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<sup>5</sup> Source: <https://www.gi-de.com/en/group/press/press-releases/30-years-of-sim-a-fascinating-success-story#:~:text=The%20success%20story%20began%20in,simple%20cell%20phones%20to%20communicate.>

<sup>6</sup> Source: [https://esim.redbullmobile.com/blog/invention-of-the-sim-card/#:~:text=The%20first%20SIM%20cards%20were,Subscriber%20Identity%20Module%20\(SIM\)](https://esim.redbullmobile.com/blog/invention-of-the-sim-card/#:~:text=The%20first%20SIM%20cards%20were,Subscriber%20Identity%20Module%20(SIM))

<sup>7</sup> 1FF (Full-size SIM): Credit-card sized SIM  
 2FF (Mini-SIM): Measures 25mm x 15mm x 0.76mm  
 3FF (Micro-SIM): Measures 15mm x 12mm x 0.76mm  
 4FF (Nano-SIM): Measures 12.3mm x 8.8mm x 0.67mm

designed for machine-to-machine (M2M) communications.<sup>8</sup> The eSIM technology was formally introduced in the year 2016 when GSMA standardized it as a global specification. This marked the beginning of a shift from physical SIM cards to embedded digital SIMs, allowing for remote SIM provisioning and network switching without physical SIM replacement.

1.4 Both SIM and eSIM have consumer and M2M variants. Consumer SIMs/ eSIMs are used in personal devices like smartphones and tablets. In contrast, M2M SIMs/ eSIMs are used in IoT<sup>9</sup> devices.

1.5 In general, there are three main states of a SIM card:

- (a) Unconfigured or Inactive SIM: A SIM card that has not yet been personalized or provisioned for any user or mobile number - It contains no valid International Mobile Subscriber Identity (IMSI) and is not recognized by any mobile network.
- (b) Configured SIM (Provisioned but Inactive): A SIM card that has been personalized/ configured with IMSI, authentication key and operator-specific profiles - It is ready to be activated on a mobile network but not yet active for service use.
- (c) Active SIM: A fully activated and operational SIM associated with a subscriber - It is registered on a mobile network and authorized to use telecom services.

1.6 Both SIM and eSIM can be used to access cellular mobile services. In India, customers can subscribe to cellular mobile services only after providing the

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<sup>8</sup> At a broad level, telecommunication services cater to the following types of requirements:

(a) Personal communication, also referred to as "Person-to-Person (P2P) communication"; and  
(b) Machine-to-Machine (M2M) communication.

The term "M2M" refers to technologies that allow both wireless and wired systems to communicate with other devices of the same ability. M2M uses a device (such as a sensor or meter) to capture an event, which is relayed through a network (wireless, wired or hybrid) to an application, that translates the captured event into meaningful information. In essence, M2M communication is a form of communication that involves one or more entities that do not necessarily require human interaction or intervention in the process of communication.

<sup>9</sup> IoT is an acronym of Internet of Things. DoT has defined the term 'IoT' as "*connected network of embedded devices capable of having M2M communication without human intervention.*"

requisite know-your-customer (KYC) documents<sup>10</sup> to telecom service providers to prove their identity and address. After obtaining KYC documents from the customer, the telecom service provider hands out a configured SIM card to the customer. Customers can insert the SIM card obtained from the telecom service provider in their mobile device. The SIM is activated only after a successful KYC verification of the customer by the telecom service provider. In case of eSIM, the eSIM which is already embedded in the customer's mobile device is configured and activated over-the-air through the remote SIM provisioning feature. Once the SIM/ eSIM is activated, the customer is authorised to use cellular mobile telecommunication services (such as voice, text, and data as per the applicable tariff plan) in the home network area of the telecom service provider. If the customer travels outside the home network area of its telecom service provider, the SIM/ eSIM can still use the telecommunication services on a visited network<sup>11</sup> if the telecom service provider has a roaming<sup>12</sup> arrangement with a telecom service provider operating in the visited area. A SIM which is roaming outside the country of the home network, is often referred to 'international roaming SIM'.

- 1.7 Indians travelling to foreign countries can choose one of the following options for using cellular mobile telecommunication services (such as voice, text, and data) in the foreign country:
- (a) They can request their telecom service provider in India to activate the international roaming facility in that country on their SIM card; or
  - (b) Upon reaching the foreign country, they can obtain a new SIM card from a telecom service provider of the foreign country; or
  - (c) Before travelling to a foreign country, they can obtain international

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<sup>10</sup> KYC documents may also referred be referred to as "Know-Your-User (KYU) documents".

<sup>11</sup> The term 'visited network' means any other network that the user connects to when it is physically outside the geographical coverage area of its home network.

<sup>12</sup> "Roaming" in telecommunications refers to a mobile device's ability to stay connected to telecommunication services (calls, texts, data etc.) when it is outside its home network's coverage area, by automatically using a visited network through operator agreements.

roaming SIM card, or global calling card<sup>13</sup> from a service provider in India, who is authorised to sell or rent such SIM cards.

1.8 For personal communications, international roaming SIM cards and global calling cards have been in use for a long time. International roaming SIM cards and global calling cards of foreign telecom service providers provide an option to avail cellular mobile telecommunication services outside the home country without having to pay premium roaming rates. As per the extant policy regime in India, any entity which intends to provide international roaming SIM cards and global calling cards of foreign operators on sale/ rent basis in India is required to obtain from the Central Government a 'no objection certificate (NOC) for sale/ rent of international roaming SIM cards/ global calling cards (GCC) of foreign operators in India'. As per the information available on the DoT's website, at present, 29 entities hold NOC for sale/ rent of international roaming SIM cards/ global calling cards (GCC) of foreign operators in India.<sup>14</sup>

## **B. The Reference Dated 17.09.2024**

1.9 Department of Telecommunications (DoT), Ministry of Communications, Government of India, through its letter dated 17.09.2024 (**Annexure-I**), requested Telecom Regulatory Authority of India (hereinafter, also referred to as "TRAI", or "the Authority") to provide recommendations under section 11(1)(a) of the TRAI Act, 1997 regarding the terms and conditions for the issue and renewal of no objection certificate (NOC) for the import/ sale of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export purposes. The relevant extract of the reference is reproduced below:

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<sup>13</sup> A global calling card is a stored value telephone card. It has a prepaid balance and an expiry date. It allows an Indian customer travelling in a foreign country to dial a local access number, enter a PIN and then make international telephone calls at a reduced rate from a local telephone of that country. After the call, telephone call charges get deducted from the prepaid balance of the global calling card.

<sup>14</sup> Information as on 31.12.2024

*"2. M2M technology is creating significant opportunities and has a proven potential of revolutionizing the performance of various verticals of different sectors, businesses, and services, by providing automation and intelligence to the end devices. With the ability to tap into a device's data stream on an ongoing basis, it is possible to track and service a device throughout its entire lifecycle from the assembly line to the recycling heap, leading to a redefinition of customer relationships and business operations. In all, M2M technology has the potential to unleash significant productivity gains and economic growth, unlike any previous technology wave.*

*3. The International Telecommunication Union (ITU-T) has defined Internet of things (IoT) as "Global infrastructure for the information society, enabling advanced services by interconnecting (physical and virtual) things based on existing and evolving interoperable information and communication technologies. Through the exploitation of identification, data capture, processing, and communication capabilities, the IoT makes full use of things to offer services to all kinds of applications, whilst ensuring that security and privacy requirements are fulfilled".*

*4. Subscriber Identity Modules (SIMs) for the purposes of M2M/ IoT communications are embedded (integrated/ soldered) at the point of manufacturing in order to achieve the standard physical and environmental requirements and are deployed in domestic and/ or international market.*

*5. There are certain Indian manufacturers who are exporting their products to the international market. Such manufacturers are seeking foreign SIMs to be provided to them in India itself for integration into their products for IoT/ M2M services for use outside India.*

*6. Requests (...) have been received in DoT for provision to be made for sale of foreign operator's SIMs for IoT/ M2M under the DoT's No Objection certificate (NOC) policy for sale of foreign operator's SIMs.*

7. *The existing policy (...) issued on 14.01.2022 is for issue/ renewal of No Objection Certificate (NOC) for sale/ rent of international roaming SIM cards/ Global Calling Cards of Foreign Operators in India. The cards being offered under this policy to Indian customers are for use only outside India. For establishing the authenticity of the customer before selling/ renting such cards, copy of the passport of the customer including copy of valid visa and additional proof of identity (PoI) and proof of address (PoA) as per the prescribed document based PoI/ PoA process or alternate digital KYC process, for issuing new mobile connection as prescribed by DoT shall be obtained.*

8. *The new requirements received are for NOC for import/ sale of Foreign Telecom Service Providers SIM cards for testing and/ or use in Internet of Things (IoT) and Machine to Machine (M2M) products which are meant for export purpose. There are practical difficulties in fitting this use case under the existing NOC policy, particularly in KYC and compliance requirements. Therefore, a separate Policy for Issue/ Renewal of NOC for Import/ Sale in India of SIM/ eSIM cards (or chips) of Foreign Telecom Service Providers, for use in M2M/ IoT devices/ products meant for export only is proposed by DoT.*

9. *DoT floated a Consultation Paper (...) to seek comments/ inputs from various stakeholders. However, comments/ inputs were received only from 2 entities (...).*

10. *TRAI is requested to give its recommendations under clause 11(1)(a) of TRAI Act, 1997 (as amended) regarding the terms and conditions for issue and renewal of No Objection Certificate (NOC) for import/ sale of Foreign Telecom Service Providers SIM/ eSIM cards for use in M2M/ IoT devices meant for export purpose."*

1.10 Hereinafter, the afore-mentioned letter dated 17.09.2024 from DoT to TRAI

shall also be referred to as “the Reference dated 17.09.2024”.

## **C. The Consultation Paper Dated 04.07.2025**

- 1.11 With respect to the Reference dated 17.09.2024, the Authority issued a consultation paper 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 Purposes’ dated 04.07.2025 (hereinafter also referred to as “the Consultation Paper dated 04.07.2025”) to solicit views of stakeholders on the subject matter. Written comments on the Consultation Paper dated 04.07.2025 were invited from stakeholders by 01.08.2025 and counter-comments by 18.08.2025. In response, the Authority has received comments from nine stakeholders. The stakeholders’ comments have been placed on TRAI’s website ([www.trai.gov.in](http://www.trai.gov.in)). An online Open House Discussion (OHD) has also been held on 25.09.2025 with stakeholders through virtual mode.

## **D. Present Recommendations**

- 1.12 Based on the inputs received from stakeholders and further analysis, the Authority has arrived at the present recommendations. The recommendations comprise three chapters. This chapter provides an introduction and background to the subject matter. In Chapter II, the Authority has examined the issues keeping in view the comments of stakeholders and has provided recommendations thereupon. Chapter III provides a summary of the recommendations.

## CHAPTER II: ANALYSIS OF THE ISSUES

### A. Extant Legal Framework for Telecommunication Services

- 2.1 In the pre-independence era, the Imperial Legislative Council - the legislature of British India - enacted two statutes viz. the Indian Telegraph Act, 1885 and the Indian Wireless Telegraphy Act, 1933 to administer telegraphy in India. The Indian Telegraph Act, 1885 gave the Central Government an exclusive privilege to establish, maintain, and work telegraphs in India. It also gave the Central Government the power to grant licenses to any person to establish, maintain, or work a telegraph within any part of India. The Indian Wireless Telegraphy Act, 1933 regulated the possession of wireless telegraphy apparatus in the country<sup>15</sup>. Even after the independence of the country in 1947, the Government of India continued to administer telecommunications through the Indian Telegraph Act, 1885 and the Indian Wireless Telegraphy Act, 1933.
- 2.2 Until the early 1990s, the telecommunication services sector in the Independent India remained a state monopoly. In 1991, the Government of India announced the New Economic Policy (NEP) 1991 and initiated several policies of liberalisation, privatisation and globalisation (LPG). In July 1992, the Government of India announced the opening of the sub-sector of value-added services in the telecommunication sector to private investment for (a) Electronic Mail, (b) Voice Mail, (c) Data Services, (d) Audio Text Services, (e) Video Text Services, (f) Video Conferencing, (g) Radio Paging, and (h) Cellular Mobile Telephone. Thereafter, many other telecommunication services were also opened to private investment. Today, there is a long list of telecommunication services which can be provided after obtaining a suitable permission from the Government of India. While most of the

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<sup>15</sup> The Indian Wireless Telegraphy Act, 1933 prohibited the possession of wireless telegraphy apparatus without a license from the Central Government.

telecommunication services are being regulated through telecommunication service licenses, the services such as sale/ rent of international roaming SIM cards/ global calling cards in India are being regulated through a 'No Objection Certificate' (NOC).

## **B. Regulatory Framework for the Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards of Foreign Operators in India**

2.3 Since 1995, the Government of India has been granting no objection certificates (NOCs) for selling international roaming SIM cards in India. Till 2014, the NOC was granted for a period of one year which could be renewed upon the request of the NOC holder entity; the international roaming SIM cards could be used only outside India and customers were not permitted to make calls from India using these cards. On 05.08.2014, the Government notified a revised policy for issuing NOC for the sale/ rent of international roaming SIM cards/ global calling cards in India<sup>16</sup>. The salient terms and conditions of the NOC under the policy dated 05.08.2014 were as below:

- (a) The NOC shall be issued initially for a period of three years and shall be renewed upon the request of the company for a further period of three years.
- (b) The card being offered to Indian customers will be for use only outside India. However, if it is essential to activate the card for making test calls/ emergency calls before the departure of customer and/ or after the arrival of the customer, the same shall be permitted for 48 hours only prior to departure from India and 24 hours after arrival in India. The company selling/ renting such SIM/ calling cards shall ensure that the time limit of the activation of such cards in India is adhered to, failing which the company shall be liable to pay a fine of Rs. 500 per hour for

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<sup>16</sup> Source: <https://dot.gov.in/sites/default/files/Circular%20of%20NOC%20of%20CS-I%20division%20%281%29.pdf?download=1>

each SIM/ calling cards for every extra hour of activation.

- (c) For establishing the authenticity of the customers (photo identity and address proof etc.), proper verification of users of such cards shall be carried out before selling/ renting such cards. Copy of the passport of the customer with a valid visa shall also be obtained.
- (d) Complete details of such global cards along with full particulars, including the validity period and address of the person to whom the international roaming card has been sold/ rented shall be provided to the designated security agencies on a monthly basis.
- (e) All types of clearances from any agency like RBI/ customs etc. will be duly taken by the company.

2.4 During 2014-15, TRAI received grievances from the consumers who had availed the services of Indian companies holding the NOC for sale/ rent of international roaming SIM cards/ global calling cards in India. The complaints ranged from overcharging to poor customer care to transparency in tariff etc. In this regard, TRAI issued a letter on 19.05.2015 to all companies, who had been issued the NOC by DoT, asking them to respond to a questionnaire seeking details of the type of SIM cards marketed, consumer grievance redressal mechanism etc. After analyzing the responses received from the companies and considering the grievances of consumers, TRAI, on 09.05.2016, sent its recommendations on 'Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards in India' to the Government<sup>17</sup>. Through these recommendations, TRAI recommended a wide range of consumer protection measures for consumers of international roaming SIM cards and global calling cards.

2.5 Thereafter, TRAI conducted a customer response survey with a view to examining the complaints and identifying the measures that could be adopted to improve the end-user experience of international roaming SIM cards and

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<sup>17</sup> TRAI's recommendations dated 09.05.2016 on 'Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards in India' may be accessed at the following URL: [https://www.trai.gov.in/sites/default/files/2024-11/Recommendation\\_09\\_May\\_16.pdf](https://www.trai.gov.in/sites/default/files/2024-11/Recommendation_09_May_16.pdf).

global calling cards. Based on its analysis, TRAI, on 14.06.2017<sup>18</sup>, sent 'Additional Recommendations on Sale/ Rent of International Roaming SIM cards/ Global Calling Cards of Foreign Operators in India'. Through the additional recommendations, TRAI recommended, *inter-alia*, a framework for enabling informed decision making before a customer purchases an international roaming SIM card/ global calling card, and a customer complaint monitoring system.

2.6 After considering the recommendations of TRAI, DoT issued its 'Revised Policy for issue/ renewal of NOC for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India' on 14.01.2022<sup>19</sup>. The salient terms and conditions of the NOC for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India conveyed through the revised policy dated 14.01.2022 are given below:

- (a) Eligibility: The Applicant must be an Indian company registered under the Indian Companies Act.
- (b) Application Processing Fee: Rs. 5,000 (non-refundable)
- (c) Tenure/ Renewal: The NOC shall be issued initially for a period of three years and shall be renewed on the request of the company for a further period of three years at a time.
- (d) Clearances by NOC holder: All types of clearances from any agency like RBI/ customs etc. will be duly taken by the company.
- (e) Customer Verification: For establishing the authenticity of the customer before selling/ renting such cards, copy of the passport of the customer including copy of valid visa and additional Proof of Identity (PoI) and

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<sup>18</sup> TRAI's additional recommendations on Sale/ Rent of International Roaming SIM cards/ Global Calling Cards of Foreign Operators in India may be accessed at the following URL:  
[https://traigov.in/sites/default/files/2024-09/Additional\\_recommendations\\_14\\_6\\_17.pdf](https://traigov.in/sites/default/files/2024-09/Additional_recommendations_14_6_17.pdf)

<sup>19</sup> <https://eservices.dot.gov.in/sites/default/files/user-manual/RevisedNOCPolicy.pdf>

Proof of Address (PoA) as per the prescribed document-based PoI/ PoA process or alternate digital KYC process for issuing a new mobile connection as prescribed by DoT shall be obtained. However, for countries where visa is not required for Indian Nationals or where visa is issued on arrival to the Indian Nationals, in place of the copy of the valid visa, copy of valid travel ticket along with an undertaking from the customer mentioning the name of country/ places where he/ she intends to visit shall be obtained.

- (f) Monthly report to security agencies: Complete details of such global cards along with full particulars, including validity period of the card and address of the person to whom the international roaming cards have been sold/ rented, shall be provided to the designated security agencies on a monthly basis. A monthly report giving a summary of information submitted to security agencies and DoT field units will be submitted to DoT.
- (g) Usage of cards outside India: The cards being offered to Indian customers will be for use only outside India. However, if it is essential to activate the card for making test calls/ emergent calls before the departure of customer and/ or after the arrival of the customer, the same shall be permitted for 48 hours only prior to departure from India and 24 hours after arrival in India.
- (h) Penalty: The company selling/ renting such SIMs/ global calling cards shall ensure that the time limit of activation of such cards in India is adhered to, failing which the company shall be liable to pay a fine of Rs. 500 per hour for each SIM card/ global calling card for every extra hour of activation.
- (i) Procedure for NOC to innovative solutions: The procedure to be followed to issue NOC on such applications which propose to offer some application (App) based services or other innovative solutions shall be

decided by DoT on a case-by-case basis. The applicant company may be required to give presentation(s) or submit such other information as may be deemed necessary by DoT. The decision of DoT shall be final and binding.

- (j) Annual return: The NOC holder company shall submit 'Annual Return' to DoT in the prescribed proforma within one month of the completion of the financial year. In case of the non-submission of 'Annual Return' or non-compliance of the terms and conditions of the policy, DoT may withdraw the NOC by a written notice to the NOC holder.
- (k) Suspension/ Revocation of NOC: The NOC can be suspended before the expiry of the validity period if, in the opinion of DoT, it is necessary or expedient to do so in public interest or in the interest of the security of the State or for the proper conduct of the Telegraph. DoT may without prejudice to any other remedy available for the breach of any conditions by a written notice to the NOC holder withdraw the NOC. For this purpose, DoT shall issue a show cause notice of 21 days to the NOC holder. If DoT decides to withdraw the NOC, the same shall be effective from the 61<sup>st</sup> calendar day from the date of issue of such withdrawal order. Provided further that DoT shall not be responsible for any damage or loss caused or arisen out of the aforesaid action.
- (l) Right to inspect: DoT or its authorised representative shall have the right to access and inspect the sites/ offices used for providing the service. The NOC holder shall provide the necessary facilities and cooperate with DoT or its authorised representative. The inspection will ordinarily be carried out after reasonable notice except in circumstances, where giving such a notice will defeat the very purpose of the inspection.
- (m) Right to seek information: DoT or its authorised representative shall have the right to seek documents/ information from the NOC holder company and the NOC holder company will provide the necessary documents/

information. The NOC holder company shall preserve the customer records for at least one year from the month of acquisition of the customer.

- (n) Tariff plan: The tariff plan along with the terms and conditions, containing details in India and the visiting country should be provided at the time of handing over the SIM to the customer.
- (o) Toll-free Number: The NOC holder shall ensure that upon reaching the country of destination, the consumer shall preferably be provided toll-free customer care service by the foreign partner with whom the Indian NOC holder has a commercial agreement. In case the toll-free customer care service is not available, the consumer may be charged at local call rates.
- (p) Detail bill to post-paid customers: The post-paid customers should be issued an itemized bill for chargeable or bundled free usage service in hard copy or electronic form.
- (q) Grievance Redressal Mechanism: The grievance redressal mechanism against NOC holders shall be at par with the process being followed in respect of grievances against Indian telecom service providers.

## **C. The Telecommunications Act, 2023**

2.7 In December 2023, the Indian Parliament passed the Telecommunications Act, 2023<sup>20</sup>. The purpose of the Act is to amend and consolidate the laws concerning the development, expansion, and operation of telecommunication services and telecommunication networks, assignment of spectrum, and related matters<sup>21</sup>. Section 3 of the Telecommunications Act, 2023 gives the

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<sup>20</sup> The Telecommunications Act, 2023 is available at the URL: <https://egazette.gov.in/WriteReadData/2023/250880.pdf>

<sup>21</sup> Section 60 (1) of the Telecommunications Act, 2023 provides as below:

"Subject to the other provisions of this section, the enactments namely, the Indian Telegraph Act, 1885, and the Indian Wireless Telegraphy Act, 1933, are hereby repealed."

Central Government the power to grant authorisation. Section 3 of the Telecommunications Act, 2023 is reproduced below:

*"3(1) Any person intending to —*

*(a) provide telecommunication services;*

*(b) establish, operate, maintain or expand telecommunication network; or*

*(c) possess radio equipment,*

*shall obtain an authorisation from the Central Government, subject to such terms and conditions, including fees or charges, as may be prescribed.*

*(2) The Central Government may while making rules under sub-section (1) provide for different terms and conditions of authorisation for different types of telecommunication services, telecommunication network or radio equipment.*

*(3) The Central Government, if it determines that it is necessary in the public interest so to do, may provide exemption from the requirement of authorisation under sub-section (1), in such manner as may be prescribed.*

*(4) Any exemption granted prior to the appointed day under the Indian Telegraph Act, 1885 or the Indian Wireless Telegraphy Act, 1933 shall continue under this Act, unless otherwise notified by the Central Government.*

*(5) Any authorised entity may undertake any merger, demerger or acquisition, or other forms of restructuring, subject to any law for the time being in force and any authorised entity that emerges pursuant to such process, shall comply with the terms and conditions, including fees and charges, applicable to the original authorised entity, and such other terms and conditions, as may be prescribed.*

*(6) A license, registration, permission, by whatever name called, granted prior to the appointed day under the Indian Telegraph Act, 1885 or the Indian*

*Wireless Telegraphy Act, 1933, in respect of provision of telecommunication services or telecommunication network—*

*(a) where a definite validity period is given, shall be entitled to continue to operate under the terms and conditions and for the duration as specified under such license or registration or permission, or to migrate to such terms and conditions of the relevant authorisation, as may be prescribed; or*

*(b) where a definite validity period is not given, shall be entitled to continue to operate on the terms and conditions of such licence or registration or permission for a period of five years from the appointed day, or to migrate to such terms and conditions of the relevant authorisation, as may be prescribed.*

*(7) Any authorised entity which provides such telecommunication services as may be notified by the Central Government, shall identify the person to whom it provides telecommunication services through use of any verifiable biometric based identification as may be prescribed.*

*(8) The Central Government may, subject to such terms and conditions, including fees or charges as may be prescribed, allot telecommunication identifiers for use by authorised entities.*

*(9) The Central Government may allow use of telecommunication identifiers allotted by international bodies which are recognised by the Central Government from time to time.”*

**D. TRAI’s Recommendations in Respect of the Service Authorisation for Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards of Foreign Operators in India Under the Telecommunications Act, 2023 (18.09.2024)**

2.8 On 21.06.2024, DoT sent a reference to TRAI under Section 11(1)(a) of the TRAI Act, 1997 and requested TRAI to provide its recommendations on ‘Terms and Conditions, Including Fees and Charges, for the Authorisations to Provide

Telecommunication Services as per the Provisions of the Telecommunications Act, 2023'. In this regard, after following a comprehensive consultation with stakeholders, the Authority, on 18.09.2024, sent its recommendations on 'the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023' to DoT<sup>22</sup>.

2.9 Through the recommendations dated 18.09.2024, the Authority recommended to the Government to introduce, *inter-alia*, a service authorisation for sale/ rent of International Roaming SIM Cards/ Global Calling Cards of Foreign operators in India under Section 3(1)(a) of the Telecommunications Act, 2023. Notably, the Authority recommended that the terms and conditions of the authorisation for Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards of Foreign operators in India should be light-touch, and the authorisation should be granted online with digitally signed auto-generated authorisation. The salient terms and conditions of the authorisation for Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards of Foreign operators in India recommended by the Authority through the afore-mentioned recommendations dated 18.09.2024 are given below:

- (a) Period of Validity of the Authorisation: 10 years
  
- (b) Renewal of Authorisation: The Central Government may renew, if deemed expedient, the Authorisation by a term equivalent to the validity of the Authorisation, upon request of the Authorised Entity, if made at least six months prior to the expiry of the Authorisation, on the terms specified by the Central Government, subject to the extant policy. The decision of the Central Government shall be final and binding in this regard.

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<sup>22</sup> TRAI's recommendations dated 18.09.2024 on 'the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023' may be accessed at the following URL:  
[https://www.trai.gov.in/sites/default/files/2024-11/Recommendation\\_18092024.pdf](https://www.trai.gov.in/sites/default/files/2024-11/Recommendation_18092024.pdf)

- (c) Service Area: National level
- (d) Scope of Service: The Authorised Entity is permitted to provide sale/ rent of International Roaming SIM Cards of Foreign Operators in India as per the following scope:
  - (i) Selling or renting of Subscriber Identity Module (SIM) owned by Foreign Cellular Mobile Service Providers to any person in India intending to visit abroad for a specified duration and use the International Roaming facility
  - (ii) It includes Global Calling cards on the same terms.
  - (iii) The term 'Cards' shall apply collectively to the above cases.
- (e) Eligibility: The applicant must be an Indian company, registered under the Indian Companies Act.
- (f) Minimum Equity: Nil
- (g) Minimum Net-worth: Nil
- (h) Application Processing Fee: Rs. 5,000
- (i) Entry Fee: Nil
- (j) Authorisation Fee: Nil
- (k) Usage of Cards Outside India: The cards being offered to Indian users will be for the use only outside India. However, if it is essential to activate the card for making test calls/ emergent calls before the departure of the user and/ or after the arrival of the user, the same shall be permitted for forty-eight (48) hours only prior to departure from India and twenty-four (24) hours after arrival in India. Such test calls/ emergent calls made from India through these calling cards shall be international roaming calls. The service profile on eSIM must be deactivated on the original mobile phone, before it is reactivated on another mobile phone.

- (l) Documents Required From Users: For establishing the authenticity of the user before selling/ renting such cards, a copy of the valid passport of the user including a copy of valid visa and additional proof of identity (PoI) and proof of address (PoA) as recognised by the Central Government shall be obtained. However, for the countries where visa is not required for Indian Nationals or where visa is issued on arrival to the Indian Nationals, in place of the copy of valid visa, a copy of valid travel ticket along with an undertaking from the user mentioning the name of country/ places where user intends to visit, shall be obtained by the Authorised Entity.
- (m) Monthly Report to Security Agencies: Complete details of such global cards (including the period) along with full particulars, including address of the person to whom the international roaming card has been sold/ rented, shall be provided to the designated Security Agencies monthly. In case of no sale/ rent of such cards during the month, a 'Nil' report shall be submitted. A monthly report giving a summary of information submitted to Security Agencies shall be provided to concerned field units of the DoT where the Authorised Entity has its Registered Office.
- (n) Annual Return: The Authorised Entity shall submit 'Annual return' to the Central Government within one month of the completion of the financial year. Non-submission of 'Annual return' or non-compliance of the rules shall be a valid ground for the revocation of the Authorisation after giving prior notice at the registered office of the Authorised Entity.
- (o) Right to Inspection: The Central Government or its authorised representative shall have the right to access and inspect the sites/ offices used for providing the Service. The Authorised Entity shall provide the necessary facilities and cooperate with the Central Government or its authorised representative. The inspection will ordinarily be carried out

after giving reasonable notice except in circumstances in which giving such a notice will defeat the very purpose of the inspection.

- (p) The Central Government or its authorised representative shall have the right to seek documents/ information from the Authorised Entity, and it will provide the necessary documents/ information. The Authorised Entity shall preserve the user records for at least one year from the month of acquisition of user.
- (q) Penalty, Suspension, Surrender, Termination/ Revocation of Authorisation:
- (i) In case of breach of any of the terms and conditions of the Authorisation granted under the Telecommunications Act, 2023, the Adjudicating Officer appointed by the Central Government may, pursuant to an inquiry, impose financial penalty and/ or make recommendations for the consideration of the Central Government regarding suspension, revocation, or curtailment of the duration of the authorisation.
  - (ii) Adjudication and appeal of any contravention or breach of the terms and conditions of the Authorisation shall be governed by the Rules on Adjudication and Appeal notified under the Telecommunications Act, 2023.
  - (iii) The Authorised Entity may surrender the Authorisation, by giving a notice of at least 60 calendar days in advance. In such a case, it shall also notify all its users by sending 30 calendar days' notice to each user. The balance amount including the security deposit paid by the user, if any, available with the Authorised Entity shall be refunded to the user within a period of 30 days. The effective date of the surrender shall be the 61<sup>st</sup> calendar day counted from the date of receipt of such notice by the Central Government, if it is not rejected by the Central Government within 30 days of the date of receipt of the notice.

- (iv) The Central Government reserves the right to suspend the operation of the Authorisation, at any time, if, in the opinion of the Central Government, it is necessary or expedient to do so in public interest or in the interest of the security of the State or for the proper conduct of the telecommunication:

Provided that if situation so warrants, the Central Government may dispense with the issue of notice prior to such suspension. The decision of the Central Government shall be final and binding in this regard:

Provided further that the Central Government shall not be responsible for any damage or loss caused or arisen out of aforesaid action:

Provided also that the suspension of the Authorisation shall not be a cause or ground for extension of the period of the Authorisation and suspension period will be taken as period spent.

- (v) The Central Government reserves the right to terminate/ revoke/ suspend the Authorisation, at any time in the interest of public by giving a notice of 60 calendar days from the date of issue of such notice:

Provided that, in the interest of national security or in the event of national emergency/ war or low intensity conflict or similar type of situations, the Central Government has the right to revoke/ suspend the Authorisation, without any notice period.

- (r) The Central Government reserves the right to modify at any time the terms and conditions of the Authorisation, or incorporate new conditions, if in the opinion of the Central Government, it is considered necessary or expedient to do so in the interest of national security, public interest and for proper conduct of Telecommunication.

- (s) Tariff: Tariff plan along with the terms and conditions, should be made available at the time of handing over the Card to the user. The Service

offerings could be categorised into pre-paid and post-paid. All applicable tariff rates should be available under the link 'Tariff Plans' and the contact details should be displayed on the website under the link 'Contact us' on the main page of the website of the Authorised Entity. Else, the Authorised Entity shall provide the website links of the foreign-based service provider to the user at the time of selling/ renting of the Card.

- (t) The Authorised Entity shall inform the user about the types of services offered (i.e. data, or voice or a combination of both) before selling/ renting such a Card. The service offerings shall be categorised into pre-paid and post-paid.
- (u) For an informed choice to be made by a user about foreign-based service provider, additional details or relevant web-links relating to foreign network coverage, user complaint redressal system etc. shall be provided.
- (v) User Care channels: Relevant contact details including telephone number, e-mail ID and working times of the Customer Care of the Authorised Entity and the concerned foreign based service provider, shall be made available to the user at the time of selling/ renting/ registration for services.
- (w) The Authorised Entity should ensure that upon reaching the country of destination, the user shall preferably be provided toll-free customer care service by the foreign partner with whom the Authorised Entity has an on-going commercial agreement. In case the toll-free customer care service is not available, the consumer may be charged at local call rate.
- (x) Billing: The users, on request, may be provided an itemised bill in electronic form.

- (y) Credit limit: Message notification(s) through SMS/ USSD shall be provided to a post-paid user, once credit limit availed has met certain pre-determined threshold(s).
- (z) Grievance Redressal: The Authorised Entity shall inform its users regarding grievance handling channel; maximum time taken for resolution and means to escalate the grievance. All grievances received shall be logged, monitored and reasonable resolution be provided in a maximum period of 30 days.

## **E. DoT's Draft Rules for International SIM Service Authorisation Under the Telecommunications Act, 2023 (09.09.2025)**

2.10 After considering TRAI's recommendations dated 18.09.2024 on 'Recommendations on the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023', DoT, in September 2025, DoT has issued the following draft rules for seeking objections or suggestions of stakeholders:

- (a) Draft of the Telecommunication (Authorisation for Provision of Main Telecommunication Services) Rules, 2025 issued on 05.09.2025<sup>23</sup>;
- (b) Draft of the Telecommunication (Authorisation for Provision of Miscellaneous Telecommunication Services) Rules, 2025 issued on 09.09.2025<sup>24</sup>; and
- (c) Draft of the Telecommunication (Authorisation for Provision of Captive Telecommunication Services) Rules, 2025 issued on 10.09.2025<sup>25</sup>.

2.11 In the draft of the Telecommunication (Authorisation for Provision of

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<sup>23</sup> Source: [https://egazette.gov.in/\(S\(aam0jpkpfbgkoxxupxwvrnny\)\)/ViewPDF.aspx](https://egazette.gov.in/(S(aam0jpkpfbgkoxxupxwvrnny))/ViewPDF.aspx)

<sup>24</sup> Source: [https://egazette.gov.in/\(S\(aam0jpkpfbgkoxxupxwvrnny\)\)/ViewPDF.aspx](https://egazette.gov.in/(S(aam0jpkpfbgkoxxupxwvrnny))/ViewPDF.aspx)

<sup>25</sup> Source: [https://egazette.gov.in/\(S\(aam0jpkpfbgkoxxupxwvrnny\)\)/ViewPDF.aspx](https://egazette.gov.in/(S(aam0jpkpfbgkoxxupxwvrnny))/ViewPDF.aspx)

Miscellaneous Telecommunication Services) Rules, 2025 dated 09.09.2025, DoT has included draft rules for seven service authorisations<sup>26</sup> including 'International SIM service authorisation'. The salient features of the draft rules for International SIM service authorisation are given below:

- (a) Service Area: National service area
- (b) Duration of the Authorisation: The initial validity period of twenty years from the effective date
- (c) Renewal of the Authorisation: The Central government shall, on the receipt of an application for renewal of the authorisation, consider renewal of duration of authorisation by a term of 20 years.
- (d) Eligibility Criteria: The applicant should be a company incorporated under the Companies Act.
- (e) Scope of the Authorisation: The International SIM service authorisation shall be in respect of international SIM service to an Indian user intending to visit abroad for a specified duration, the scope of which shall comprise of the following:
  - (i) selling or renting of SIM of foreign telecommunication service providers; or
  - (ii) selling of global calling cards
- (f) Processing Fee: Rs. 10,000

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<sup>26</sup> In the draft rules, DoT has included the following authorisations under Miscellaneous telecommunication services:

- (a) PMRTS authorisation
- (b) Enterprise communication service authorisation
- (c) M2M service authorisation
- (d) PM-WANI service authorisation
- (e) IFMC service authorisation
- (f) Aeronautical data service authorisation
- (g) International SIM service authorisation

- (g) Entry Fee: Nil
- (h) Initial Guarantee: Nil
- (i) Authorisation Fee: Nil
- (j) Usage of Cards: An authorised entity shall ensure that the sale or rental of SIM of foreign telecommunication service providers or global calling card, is solely for the purpose of use by its users outside India:  
Provided that calls within forty-eight hours prior to departure of the user or twenty-four hours after the arrival of the user may be permitted.
- (k) Documents required from users: An authorised entity shall, prior to sale or rental of global calling cards or SIM of foreign telecommunication service providers to its users, authenticate the identity of such users in the manner specified below:
  - (i) obtain a copy of the valid passport of such user;
  - (ii) additional proof of identity and proof of address as may be specified by the Central Government;
  - (iii) a copy of a valid visa; and
  - (iv) for the countries where visa is not required for Indian nationals, or where visa is issued on arrival to the Indian nationals, obtain a copy of valid travel ticket along with an undertaking from the user specifying the name of country or places where such user intends to visit.
- (l) Monthly Report to the Relevant Authorised Agency: An authorised entity shall, on a monthly basis, submit the following to the relevant authorised agency specified for this purpose:
  - (a) full particulars, including address of the user to whom global calling cards or SIM of foreign telecommunication service providers has been provided on sale or rent and period of allotment, in the form

and manner as may be specified by the Central Government; or  
(b) a 'Nil' report in case of no sale or rent of global calling cards or SIM of foreign telecommunication service providers during the relevant month.

(m) Tariff: The authorised entity shall, before enrolling a user, provide details of types of telecommunication services offered, telecommunication network coverage, corresponding tariff plans, itemised bill in electronic form, complaint redressal system, contact details of its customer care and also of telecommunication service provider outside India, and any other information, in the manner, as may be specified by the Central Government, to such user.

## **F. IoT and M2M**

2.12 In June 2012, International Telecommunication Union (ITU)<sup>27</sup> released its recommendation on 'Overview of the Internet of Things'<sup>28</sup>. In the recommendation, ITU defined 'Internet of things (IoT)' as "*[a] global infrastructure for the information society, enabling advanced services by interconnecting (physical and virtual) things based on existing and evolving interoperable information and communication technologies*".

2.13 In India, DoT issued National Telecom M2M Roadmap<sup>29</sup> in May 2015. The roadmap defined M2M and IoT as below:

M2M: "*M2M, the acronym for Machine-to-Machine communication, is an emerging area in the field of telecom technologies. M2M refers to technologies that allow both wireless and wired systems to communicate with other devices*

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<sup>27</sup> ITU is the United Nations specialized agency for digital technologies (ICTs). Source: <https://www.itu.int/en/about/Pages/default.aspx>

<sup>28</sup> Source: ITU's recommendation ITU-T Y.2060 (06/2012), accessible at URL: [Y.2060 : Overview of the Internet of things \(itu.int\)](https://www.itu.int/y2060)

<sup>29</sup> Source: <https://dot.gov.in/sites/default/files/National%20Telecom%20M2M%20Roadmap.pdf>

*of the same ability. M2M uses a device (such as a sensor or meter) to capture an event, which is relayed through a network (wireless, wired or hybrid) to an application, that translates the captured event into meaningful information”.*

IoT: *“IoT is connected network of embedded devices capable of having M2M communication without human intervention.”*

2.14 The wireless communication technologies used for M2M communications may broadly be classified as below:

- (a) Wired Technologies (FTTH, powerline communication etc.)
- (b) Short-Range Wireless Technologies (RFID, Bluetooth, Zigbee, Wi-Fi etc.)
- (c) Long Range Wireless Technologies (Non-3GPP Standards: LoRaWAN, Sigfox, etc., and 3GPP Standards: LTE-M, NB-IoT, 5G, etc.)

2.15 For providing M2M communications using 3GPP standards, Subscriber Identity Modules (SIMs) are used. SIMs store communication profiles that uniquely identify cellular subscriptions. A communications profile includes Mobile Station International Subscriber Directory Number (MSISDN) and International Mobile Subscriber Identity (IMSI). Mainly, there are two types of SIMs viz.:

- (a) Physical SIM: SIM form factors Full-Size (1FF), Mini-SIM (2FF), Micro-SIM (3FF), Nano-SIM (4FF) are physical SIMs which can be easily removed and inserted as per user requirements. The Mobile Network Operator (MNO) is fixed in each SIM card and cannot be changed. Integrated Circuit Card Identification (ICCID) is used as the unique key to identify the SIM card. Generally, a physical SIM card can store the communication profile of only one MNO.
- (b) Embedded SIM: The SIM with machine-to-machine form factor (MFF2) is known as embedded SIM or eSIM. It is soldered directly to the motherboard of M2M device, fully encased in the device. Embedded SIM (eSIM) and embedded Universal Integrated Circuit Card (eUICC) are often used interchangeably, even though there is a difference between

the two. The eSIM is the hardware component of the SIM and a physical form that can be soldered into a solution. On the other hand, eUICC refers to the software component of eSIM that provides the capability to store multiple network profiles that can be provisioned and managed Over-the-Air (OTA). ICCID is the key used to identify profiles and eUICC-ID (EID) is used as the unique key to identify the eSIM.

- 2.16 In May 2015, DoT published the National Telecom M2M Roadmap<sup>30</sup> to outline the broad policy and regulatory approach to facilitate the M2M ecosystem in the country. In May 2018, the Central Government issued the National Digital Communication Policy-2018<sup>31</sup> (NDCP-2018). One of the strategies of NDCP-2018 was "[s]implifying licensing and regulatory frameworks whilst ensuring appropriate security frameworks for IoT/ M2M/ future services and network elements incorporating international best practices".
- 2.17 In January 2022, DoT introduced a separate authorization on Machine-to-Machine (M2M) under the Unified License Agreement<sup>32</sup>. Thereafter, through an office memorandum dated 08.02.2022, DoT issued 'Guidelines for Registration process of M2M Service Providers (M2MSP) & WPAN/ WLAN Connectivity Providers for M2M Services'<sup>33</sup>.

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<sup>30</sup> Source: [https://dot.gov.in/sites/default/files/National%20Telecom%20M2M%20Roadmap\\_0.pdf](https://dot.gov.in/sites/default/files/National%20Telecom%20M2M%20Roadmap_0.pdf)

<sup>31</sup> Source: <https://dot.gov.in/sites/default/files/Final%20NDCP-2018.pdf?download=1>

<sup>32</sup> Source: [https://dot.gov.in/sites/default/files/UL%20AGREEMENT%20with%20Audiotex%20M2M%20without%20INSAT%20MSSR%2017012022\\_0.pdf?download=1](https://dot.gov.in/sites/default/files/UL%20AGREEMENT%20with%20Audiotex%20M2M%20without%20INSAT%20MSSR%2017012022_0.pdf?download=1)

<sup>33</sup> Source: <https://dot.gov.in/sites/default/files/M2MSP%20Guidelines%20.pdf?download=1>

Through these guidelines, DoT instructed, *inter-alia*, that in order to address concerns like interface issues with TSPs, Know your customer (KYC), security and encryption, all M2M service providers utilizing telecom facilities from authorized TSPs should have M2MSP registration. In these guidelines, the term 'M2MSP' was defined as below:

"M2M Service Provider" (M2MSP) is an Indian company, registered under the Indian Companies Act, 2013 or an LLP (Limited Liability Partnership) registered under LLP Act, 2008 or a partnership firm which provides M2M services to third parties using telecom resources. Provided that

(a) such third parties utilising M2M services from registered M2MSP in connection with its products or as part of its offerings to its end customers as a product or service, and

(b) any organization which intends to provide M2M services for its own use (captive use) and not for commercial purpose, shall also be covered under this definition."

On 01.01.2024, DoT issued an 'addendum to the guidelines for registration of M2M Service Providers (M2M SPs) & WPAN/ WLAN Connectivity Providers for M2M Services'. Through the said addendum, DoT notified as below:

"2. In order to proliferate the standard-based and secure M2M/ IoT ecosystem and to address the concerns of M2M Service Providers and WPAN/WLAN Connectivity Providers for M2M services, related to interface with TSPs, KYC, Security, Encryption etc., it has been decided to extend the scope of the registration to also allow all types of business entities such as company, Government Departments/ Organizations, Partnership Firms, LLPs, Institutions, Undertakings, Proprietorship Firms, Societies and

## **G. Context of the Present Recommendations**

### **(1) Representation from CII to DoT**

2.18 Through the Reference dated 17.09.2024, DoT conveyed that it has received requests for the provision to be made for sale of foreign operator's SIMs for IoT/ M2M under DoT's No Objection Certificate (NOC) policy for the sale of foreign operator's SIMs. In this regard, DoT also enclosed a representation of Confederation of Indian Industry (CII), through which CII had submitted, *inter-alia*, the following request to DoT:

*"a) At present, DoT issues a No Objection Certificate allowing for sale in India of International Roaming SIM cards of foreign operators for use outside the country. The cards being offered to Indian customers are for use only outside India.*

*b) The NOC mandates the seller to collect information of the subscribers including the passport details as well as details of the VISA issued to the individual for travel to another country.*

*c) The DoT policy also has a provision for innovative solutions but it specified that it would be issued on case-to-case basis.*

*d) There are certain Indian manufacturers who are exporting their products to International market. Such manufacturers are seeking foreign SIMs to be provided to them in India itself for integration into their products for IoT/ M2M services for use outside India.*

#### *Industry request*

*In the interest of Indian manufacturers who are exporting their products, NOC*

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*Trusts to apply for registration as M2M Service Providers and WPAN/WLAN Connectivity Provider for M2M services, as the case may be, as part of the above guidelines.*

*policy of DoT allowing for sale of foreign SIMs should also allow for sale of foreign SIMs for IoT/ M2M requirements with the continuing caveat that such SIMs can only be functional outside India.”*

## **(2) DoT’s Consultation Process**

- 2.19 Through the Reference dated 17.09.2024, DoT conveyed that it had floated a consultation paper to seek comments/ inputs from various stakeholders; however, comments/ inputs were received only from two entities. Along with the reference dated 17.09.2024, DoT enclosed copies of the consultation paper and the stakeholders’ comments.
- 2.20 Through the consultation paper dated 19.04.2023, DoT raised the following issues for consultation:
- “
- a. *Whether firms registered under LLP-2008 and proprietors registered under Shop & Establishments Acts also be allowed to apply for NOC?*
  - b. *Whether activation of SIMs is required while in India for sample/ function/ prototype testing? If yes, what should be the maximum/ percentage quantity and duration that should be allowed? Justification may be given.*
  - c. *Who should be the custodian of the SIMs till export of the products i.e. NOC holder or manufacturer company that embed/ fits the SIMs in their products?*
  - d. *Whether penalties should be imposed for non-compliance of terms of NOC? If yes, specify amount/ formulae? If not, how to ensure compliance?*

- e. *Whether manufacturers who want to embed/ fit the foreign SIMs in their products, would prefer obtaining NOC for themselves or would like to buy it from other NOC holders?*
- f. *Give your comments on any related matter that is not covered in this Consultation Paper.”*

2.21 A summary of the inputs provided by two stakeholders in response to the DoT’s consultation paper dated 19.04.2023 is given below:

- (a) In response to the question (a), a stakeholder opined that NOC should be provided only to the entities holding Unified License or M2MSP registration as the issue of offering communication services including in-roaming connectivity in India has security and consumer data privacy related concerns. The other stakeholder suggested that any individual person or legal entity, incorporated or unincorporated, that is involved in *bona fide* business activities should be allowed to apply for the NOC.
- (b) In response to question (b), a stakeholder opined that the activation of international profiles can be allowed depending upon the use case and applicable customer process. The other stakeholder suggested that the activation can be allowed in India for testing and calibration purposes; the duration of testing would depend on the nature of testing contemplated and could be for a maximum period of six months.
- (c) In response to the question (c), a stakeholder opined that as long as the SIM is in India, the NOC holder should be held responsible for ensuring that there is no unauthorized connectivity provided to SIMs. The other stakeholder suggested that the NOC holder should be made the custodian of the foreign SIM.
- (d) In response to the question (d), a stakeholder opined that the NOC only enables the service provider to provide foreign SIMs to devices going out

of the country and imposing penalty may be disproportionate to the scope of service. The other stakeholder suggested that instead of punishments, a cooling off period or in egregious cases, blacklisting would be more appropriate given the nature of activities. In response to the question (e), a stakeholder opined that manufacturers desirous of embedding foreign SIMs in their products can obtain NOC post registering under M2MSP registration to meet the regulatory requirement. The other stakeholder suggested that both manufacturers and other NOC holders should be permitted to obtain NOC.

- (e) In response to the question (f), a stakeholder opined that the M2M regulations as well as custodian requirements mandated for domestic connections should not be applicable for foreign SIM cards; it also suggested that operating and commercial arrangements for the M2M customers should be under forbearance. The other stakeholder proposed that IoT SIMs (manufactured abroad) may be allowed to be locally used in India for the purposes of (i) research and development, (ii) sale to individual customers for their personal use in IoT compatible devices and (iii) any other commercial purposes so that the best technology manufacturers can enter Indian market, and there can be a widespread utilization of IoT technology in all aspects.

### **(3) The Reference dated 17.09.2024**

- 2.22 Through the Reference dated 17.09.2024, DoT stated that "*[t]he new requirements received are for NOC for import/ sale of Foreign Telecom Service Providers SIM cards for testing and/ or use in Internet of things (IoT) and Machine to Machine (M2M) products which are meant for export purpose. There are practical difficulties in fitting this use case under the existing NOC policy, particularly in KYC and compliance requirements. Therefore, a separate policy for Issue/ Renewal of NOC for Import/ Sale in India, of SIMs/ eSIM cards (or chips) of Foreign Telecom Service Providers, for use in M2M/ IoT*

*devices/ products meant for export only is proposed by DoT.* "In this context, DoT requested TRAI "to give its recommendations regarding the terms and conditions for issue and renewal of No Objection Certificate (NOC) for import/ sale of Foreign Telecom Service Providers SIM/ eSIM cards for use in M2M/ IoT devices meant for export purpose."

#### **(4) TRAI's Consultation Process**

2.23 The Authority, through the Consultation Paper dated 04.07.2025, requested stakeholders to provide comments on the following broad issues:

- (a) Need for the introduction of a separate service authorisation for the sale of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes;
- (b) Terms and conditions for the new service authorisation; and
- (c) Regulatory issues in respect of import and export of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes

2.24 An analysis of the afore-mentioned issues based on the comments received from stakeholders is given in the following sections.

### **H. Need for the introduction of a separate service authorisation for the sale of foreign telecom service providers' SIM/ eSIM Cards in India for the use in M2M/ IoT devices meant for export**

2.25 Through the Consultation Paper dated 04.07.2025, the Authority solicited comments from stakeholders on the following question:

*Q1. Which of the following approaches should be followed for regulating the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes:*

- (a) *To introduce a new service authorisation for the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes under Section 3(1)(a) of the Telecommunications Act, 2023; or*
- (b) *To include the activity of the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes within the scope of the proposed service authorisation for the sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India?*

*Please provide a detailed response with justifications.*

### **Response of stakeholders on Q1**

- 2.26 In response to Q1, except for one stakeholder, all stakeholders who have responded to the consultation paper, have opined that there is a need for introducing a new service authorisation exclusively for the sale of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes. On the other hand, one stakeholder has suggested that instead of introducing a new service authorisation or including the activity within the scope of the authorisation for roaming SIM cards/ global calling cards of foreign operators in India, the approach should be aligned with the existing policy framework governing the M2M communication in India for selling SIMs/ eSIMs in India.
- 2.27 The supporters of a new service authorisation for the sale of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes have contended that merging the scope of the new activity viz. 'the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/IoT devices meant for export purposes' within the proposed service authorisation for 'the sale/ rent of international roaming SIM cards/ global calling cards of foreign operator in India' would

create confusion and ambiguity and thus, would not be aligned with the spirit of Ease of Doing Business (EODB); as their respective scopes and conditions are completely different, it is imperative that the two services are regulated through separate authorisations with "use-case" specific regulatory norms. A broad summary of the arguments presented by such stakeholders in support of their contention are given below:

- (a) Difference in the type of communication: The M2M/ IoT connectivity, envisaged under the new service category, is fundamentally different from human voice and data services, which are provided under the existing NOC policy for international roaming SIM cards.
- (b) Difference in the duration of use: International roaming SIMs and global calling cards are primarily intended for individual travelers visiting a foreign country for a limited period. On the other hand, M2M/ IoT devices embedded with foreign TSPs' SIM/ eSIM cards would usually be deployed in a foreign country till the end of their life.
- (c) Difference in the type of service: The new service (sale of foreign TSPs' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export purposes) would be a pure business-to-business (B2B) service. On the other hand, the existing service (sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India) is a business-to-consumer (B2C) service.
- (d) Difference in regulatory requirements: Under the extant NOC policy for the sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India, there are numerous provisions such as end user KYC, publication of tariff plan, issuance of itemized bills, and grievance redressal, which would not be relevant for M2M SIMs. For the proposed new service category, the individual customer specific compliances and reporting requirements will not be applicable. The KYC documentation in the new use case (sale of foreign TSPs' SIM/ eSIM

cards for the use in M2M/ IoT devices meant for export purposes) would not be personal user identification details as they would not be known till the manufactured product is sold to a user in the foreign country it is exported to. It may also not be tenable to seek KYC details of user of a foreign country for use of a product in that country. The KYC details at best can be sought of the immediate user/ original equipment manufacturer (OEM) in India. It would be an enterprise and hence, only enterprise related KYC norms will be feasible.

2.28 The stakeholder, who has opined that the regulatory framework for the sale of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes should be aligned with the existing policy framework governing the M2M communication in India for selling SIM/ eSIM cards in India, has provided the following arguments in support of its contention:

- (a) Machine-to-machine communication service providers have expertise to manage SIM/ eSIM cards meant for M2M/ IoT devices as they are already offering M2M services within India. Existing domestic M2M ecosystem can be easily formalized for the adoption of sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices intended for export. This will also expand the growth opportunities for the M2M/ IoT sector. With this enablement, M2M communication service providers can offer an end-to-end solution to enterprises including SIM/ eSIM hardware, connectivity and lifecycle management.
- (b) M2M communications service providers are well positioned to ensure Indian regulatory compliances related to import/ export from foreign SIM/ eSIM suppliers and use of roaming service from foreign connectivity providers.

## Analysis in respect of Q1

- 2.29 On 18.09.2024, TRAI issued its recommendations on 'the Framework for Service Authorisations to be granted under the Telecommunications Act, 2023'. Through these recommendations, TRAI recommended, *inter-alia*, that service authorisations under Section 3(1)(a) of the Telecommunications Act, 2023 should be grouped into three categories viz. "Main", "Auxiliary" and "Captive" service authorisations. TRAI defined the category "Auxiliary service authorisation" as "*service authorisations (other than Captive services), which are not used for the delivery of services to public at large or have very light touch regulatory oversight in the present regime ...*" TRAI recommended eight service authorisations<sup>34</sup> including 'Sale/ Rent of International Roaming SIM cards of Foreign Operators in India Authorisation' under the category of auxiliary service authorisation.
- 2.30 After considering the TRAI's recommendations dated 18.09.2024 on 'Terms and Conditions, Including Fees and Charges, for the Authorisations to Provide Telecommunication Services as per the Provisions of the Telecommunications Act, 2023', DoT, in September 2025, DoT issued the following draft rules for seeking objections or suggestions of stakeholders:
- (a) Draft of the Telecommunication (Authorisation for Provision of Main Telecommunication Services) Rules, 2025 issued on 05.09.2025;
  - (b) Draft of the Telecommunication (Authorisation for Provision of Miscellaneous Telecommunication Services) Rules, 2025 issued on 09.09.2025; and
  - (c) Draft of the Telecommunication (Authorisation for Provision of Captive Telecommunication Services) Rules, 2025 issued on 10.09.2025.

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<sup>34</sup> The service authorisations recommended by TRAI under the category of auxiliary service authorisations were as below:

- (a) PMRTS authorisation
- (b) Enterprise communication service authorisation
- (c) IFMC service authorisation
- (d) PM-WANI PDOA service authorisation
- (e) PM-WANI PDOA service authorisation
- (f) M2M Service, WLAN and WPAN connectivity service authorisation
- (g) Data communication service between aircraft and ground stations
- (h) Sale/ rent of international roaming SIM cards of foreign operators in India

- 2.31 DoT, in its draft rules, has chosen the term “miscellaneous service authorisation” in place of the term “auxiliary service authorisation” (recommended by TRAI). In the draft of the Telecommunication (Authorisation for Provision of Miscellaneous Telecommunication Services) Rules, 2025 dated 09.09.2025, DoT has included draft rules for seven miscellaneous service authorisations<sup>35</sup> including ‘International SIM service authorisation’. The term “International SIM service authorisation” used by DoT in its draft rules is analogous to the term “Sale/ Rent of International Roaming SIM Cards of Foreign Operators in India authorisation” recommended by TRAI.
- 2.32 The proposed activity of ‘sale of foreign telecom service providers’ SIM/ eSIM cards for M2M/ IoT devices meant for export purposes’ is essentially, an ‘auxiliary telecommunication service’ in the scheme of the TRAI’s recommendations dated 18.09.2024 on the Framework for Service Authorisations to be granted under the Telecommunications Act, 2023, and a ‘miscellaneous telecommunication service’ in the scheme of the DoT’s draft Telecommunications (Authorisation for Provision of Miscellaneous Telecommunication Services) rules, 2025.
- 2.33 At present, the activity of sale/ rent of international roaming SIM cards of foreign operators in India is being regulated through the NOC policy dated 14.01.2022. Currently, there is no regulatory framework for the sale of foreign telecom service providers’ SIM/ eSIM cards for M2M/ IoT devices meant for export purposes.
- 2.34 On 14.04.2022, the Confederation of Indian Industry (CII) represented to DoT with a request that “*NOC policy of DoT allowing for sale of foreign SIMs should also allow for sale of foreign SIMs for IOT/ M2M requirements*”. However,

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<sup>35</sup> The service authorisations proposed by DoT under the category of miscellaneous service authorisations are as below:

- (a) PMRTS authorisation
- (b) Enterprise communication service authorisation
- (c) M2M service authorisation
- (d) PM-WANI service authorisation
- (e) IFMC service authorisation
- (f) Aeronautical data communication service authorisation
- (g) International SIM service authorisation

through the Reference dated 17.09.2024, DoT has mentioned that "[t]here are practical difficulties in fitting this use case under the existing NOC policy, particularly in KYC and compliance requirements". DoT has proposed for the introduction of a separate NOC policy for import/ sale in India of SIM/ eSIM cards of foreign telecom service providers for use in M2M/ IoT devices meant for export.

2.35 The scope of 'the Sale/ Rent of International Roaming SIM Cards of Foreign Operators in India Authorisation' as recommended by TRAI is "selling or renting of SIMs owned by foreign cellular mobile service providers to any person in India intending to visit abroad for specified duration".<sup>36</sup> On the other hand, the activity envisaged under the proposed service is "selling of SIMs owned by foreign cellular mobile service providers to any enterprise in India intending to export its products fitted with M2M/ IoT devices".

2.36 The Authority notes that in the present consultation process, there is a near consensus amongst stakeholders about regulating 'the sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export purposes' through a separate service authorisation under Section 3(1)(a) of the Telecommunications Act, 2023. Such stakeholders have opined that as the scope of the two services are completely different, the merging of the scope of 'the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/IoT devices meant for export purposes' in the extant NOC policy for international roaming SIMs would create confusion and ambiguity. They have brought out the following differences in the two types of services:

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<sup>36</sup> The scope of the International SIM service authorisation proposed by DoT through the draft of Telecommunications (Authorisation for Provision of Miscellaneous Telecommunication Services) rules, 2025 is selling or renting of SIM of foreign telecommunication service providers to an Indian user intending to visit abroad for a specified duration.

<b>Aspect</b>	<b>Sale/ Rent of foreign telecom service providers' consumer SIM cards in India</b>	<b>Sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export purposes</b>
Category of communication	Personal communication	Machine-to-Machine communication
Duration of use in a foreign country	Limited period	Till the end of life of the device
Business model	Business to customer (B2C)	Business to business (B2B)
KYC requirements	KYC of the Indian user travelling abroad for a specified duration	KYC of the Indian enterprise customer intending to export its products
Other regulatory requirements	Retail consumer specific compliances such as publication of tariff plan, issuance of itemized bills, grievance redressal etc.	Retail consumer specific compliances are not relevant.

2.37 Considering that there is a fundamental difference in the afore-mentioned services, the Authority is of the view that it would not be proper to include the proposed activity of the sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export under the policy framework or the sale/ rent of foreign telecom service providers' consumer SIM cards in India.

2.38 The Authority also examined the contention of a stakeholder that the activity of the sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export purposes should be included in the exiting policy

framework governing M2M communications. The stakeholder has expressed a view that M2M communication service providers possess the expertise to manage SIM/ eSIM cards meant for M2M/ IoT devices, as they are already providing M2M services within India.

2.39 The Authority notes that there are key differences between the scope of M2M service providers and the proposed new service as outlined below:

<b>Aspect</b>	<b>Sale of Indian telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for use in India</b>	<b>Sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export purposes</b>
Owner of M2M SIMs	Indian telecom service providers	Foreign telecom service providers
Mode of obtaining the SIMs	The service provider obtains SIMs from Indian telecom service providers.	The service provider would import SIMs from foreign telecom service providers.
Duration of use of M2M SIMs in India	Generally, till the end of life of the device	Limited period for testing purposes

2.40 Considering that there are fundamental differences in the afore-mentioned services, the Authority is of the view that it would not be proper to include the proposed activity of the sale of foreign telecom service providers' SIM/ eSIM cards for M2M/ IoT devices meant for export purposes under the policy framework for M2M service providers in India.

2.41 The Authority notes that the entities engaged in the selling of foreign telecom service providers' SIM/ eSIM cards for testing and/ or use in M2M/ IoT products which are meant for export purposes would, at a broad level, perform the following activities:

(a) Import of M2M SIM/ eSIM cards of foreign telecom service providers as

- per the requirement of Indian enterprise customers;
- (b) Performing KYC of the Indian enterprise customers;
- (c) Provision of configured M2M SIM cards<sup>37</sup> to enterprise customers;
- (d) Facilitating the activation of M2M SIM/ eSIM cards for testing purposes as per the request of enterprise customers; and

2.42 Clearly, the afore-mentioned activities call for a specialized set of skills apart from business focus. Besides, national security aspects would also be involved in this business activity. Accordingly, the Authority is of the view that it would be appropriate to regulate the entities engaged in the selling of foreign telecom service providers' SIM/ eSIM cards for testing and/ or use in M2M/ IoT products meant for export purposes through a separate service authorisation under Section 3(1)(a) of the Telecommunications Act, 2023.

2.43 In light of the above, **the Authority recommends that –**

- (a) The sale of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export purposes should be regulated through a separate service authorisation under Section 3(1)(a) of the Telecommunications Act, 2023.**
- (b) The new service authorisation should be termed as "International M2M SIM Service Authorisation".**
- (c) In the scheme of TRAI's recommendations dated 18.09.2024, the International M2M SIM Service Authorisation should be included under the category of auxiliary service authorisations. In the scheme of DoT's draft rules for service authorisations under Section 3(1)(a) of the Telecommunications Act, 2023, the International M2M SIM Service Authorisation should be included under the category of miscellaneous service authorisations.**

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<sup>37</sup> A SIM card that has been personalized/ configured with IMSI, authentication key and operator specific profile is referred to as configured SIM. It is ready to be activated on a mobile network but not yet active for service use.

## **I. Terms and Conditions of the International M2M SIM Service Authorisation**

2.44 Through the Consultation Paper dated 04.07.2025, the Authority solicited comments from stakeholders on the following question:

*Q2. In case it is decided to introduce a new service authorisation under Section 3(1)(a) of the Telecommunications Act, 2023 for the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes, what should be the terms and conditions for such a service authorisation? Please provide inputs with respect to the following aspects:*

- (a) Eligibility conditions for the authorisation;*
- (b) Application processing fee for the authorisation;*
- (c) Period of validity of the authorisation and conditions for its renewal;*
- (d) Service area of the authorisation;*
- (e) Scope of service of the authorisation;*
- (f) Authorisation fee;*
- (g) Know-Your-Customer (KYC) requirements of the customers of the SIM/eSIM;*
- (h) Period for which a foreign SIM/ eSIM should be permitted to remain active in India for testing purposes;*
- (i) Penalties for non-compliance;*
- (j) General, commercial, and operating conditions etc. of the authorisation; and*
- (k) Any other aspect.*

*Please provide a detailed response with justifications.*

### **Response of stakeholders on Q2**

2.45 A broad summary of comments from stakeholders on Q2 is given below:

### **(a) Eligibility conditions for the authorisation**

2.46 Many stakeholders have opined that the entities holding Unified License (Access Service/ M2M authorisations) or M2MSPs should be made eligible for obtaining the proposed new authorisation. On the other hand, a stakeholder has suggested that the entity should be a manufacturer or exporter of M2M/ IoT devices or authorised agency acting on its behalf. Another stakeholder has opined that Indian OEMs, exporters, and manufacturers registered under Companies Act or LLP Act should be eligible for the authorisation.

### **(b) Application processing fee for the authorisation**

2.47 Most of the stakeholders have opined that the TRAI's recommended application processing fee (recommended through the recommendations on the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023 dated 18.09.2024, in respect of the service authorisation for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India) of Rs. 5,000 should be made applicable for this authorisation as well. One of the stakeholders has suggested that application fee should nominally be ranging between Rs 5,000-20,000.

### **(c) Period of validity of the authorisation and conditions for its renewal**

2.48 Most of the stakeholders have suggested that a 10-year authorisation period should be mandated with renewal to be processed one year prior to expiry. One of the stakeholders has suggested that the period of validity of the authorisation should be 20 years, which may be extended by 10 years on the terms specified by the licensor. Another stakeholder has opined that the period of validity of the authorisation should be five years.

**(d) Service area of the authorisation**

2.49 Most of the stakeholders have suggested that the service area of the authorisation should be on the national level. However, one of the stakeholders has opined that while the service area of the authorisation should be pan-India for test activation, its end usage should be outside India only.

**(e) Scope of service of the authorisation**

2.50 A few stakeholders have opined that the authorised entity may import/ sell M2M SIMs/ eSIMs for export in M2M/ IoT devices as per the following scope:

- (i) Selling or renting foreign TSPs' SIMs to M2MSPs or OEMs in India for exporting India-made devices abroad.
- (ii) End customers should be permitted to embed the SIMs/ eSIMs on devices and testing for a limited period within factory environment.
- (iii) There should be no domestic activation/ use of the SIM/eSIM beyond factory testing.

2.51 One of the stakeholders has suggested that the following points should define the scope of the service:

- (i) Connectivity, data, SMS, voice features should be available.
- (ii) Profile management to be allowed – OTA based on GSMA specifications or pre-burnt profiles.
- (iii) Remote connectivity or bootstrap provisioning should be configured as per GSMA's specifications for eSIMs.
- (iv) Foreign IP integration should be allowed for SMSR-SMDP integrations.
- (v) Host foreign operator profile on Indian MNO's SMDPs.
- (vi) Foreign SIM/ eSIM profile across all countries should be catered.

**(f) Authorisation fee**

2.52 Most of the stakeholders have opined that, under the proposed new

authorisation, the Authorisation Fee should be nil. One of the stakeholders has suggested that the Authorisation Fee should be nominal, with no License Fee on revenue, as the service generates no telecom revenue in India. On the other hand, one of the stakeholders has suggested that the Authorisation Fee should be nominally ranging between Rs. 5,000-20,000.

**(g) Know-Your-Customer (KYC) requirements of the customers of M2M SIM/ eSIM**

2.53 Most of the stakeholders have expressed that the end-user KYC may not be required since devices are export oriented and enterprise KYC should suffice. One of the stakeholders has suggested a separate light-touch regulatory approach in respect of KYC for export-bound foreign M2M SIMs as the existing retail KYC norms for foreign SIMs are unsuitable; the authorised entities should maintain only name and address of the OEM seeking SIMs along with number of SIMs (and their country of origin) assigned to it; the OEM/ customer must maintain vendor, device, foreign operator details, total IMSI counts, and IMSI-IMEI mapping; further, end customer or device vendor should be responsible for data availability and the authorised entity should be made responsible for submitting the details maintained to DoT, annually. One of the stakeholders has emphasised that full KYC of the entity purchasing SIMs/ eSIMs for M2M/ IoT export should be mandatory.

2.54 One of the stakeholders has suggested the following points for KYC requirements of the Indian enterprise customer procuring the SIMs/ eSIMs:

- (a) Proof of identity (PoI) of the company (OEM), as per standard applicable documents.
- (b) Proof of address (PoA) of the company (OEM), as per standard applicable documents.
- (c) Authorised signatory Identity Proof, as per standard applicable documents.
- (d) Company letter thereby authorizing signatory (OEM)

- (e) Memorandum of Association (MoA)
- (f) PAN/ GST (if applicable)

**(h) Period for which a foreign SIM/ eSIM should be permitted to remain active in India for testing purposes**

- 2.55 Most of the stakeholders have opined that foreign SIMs should be permitted to remain active in India for a maximum period of six months for testing at different stages; the extension of time period should be possible only on a case-to-case basis.
- 2.56 One of the stakeholders has opined that the maximum allowed period for SIM/ eSIM activation for testing purposes should be three months. On the other hand, one of the stakeholders has suggested that the period for which a foreign SIM/ eSIM should be permitted to remain active in India for testing purposes should be 30 days with up to 5% of each batch, for testing and calibration.

**(i) Penalties for non-compliance**

- 2.57 Most of the stakeholders have opined that there is no requirement for imposing separate penalties. One of the stakeholders has suggested that a notice of three to six months in case of non-compliance should be given, post which services of that SIM in use should be barred. Another stakeholder has opined that a penalty of Rs 5,000 per instance should be imposed and suspension for serious non-compliance. One of the stakeholders has suggested that a penalty of up-to ₹ 5 crore for serious breaches should be imposed; suspension or revocations of authorisation should be mandated in case of repeated violations.

**(j) General, commercial, and operating conditions etc. of the authorisation**

- 2.58 One of the stakeholders has suggested that as the transactions will be business-to-business (B2B) in nature, commercial or tariff-related requirements should be left to mutual agreement between parties; further, instead of monthly reports, the authorised entities should submit an annual return on number of foreign SIMs issued for export to OEMs or M2MSPs, along with the name and details of the customer.
- 2.59 One of these stakeholders has stated that the current NOC policy requires the NOC holders to inform DoT within 15 days of any change in application details provided at the time of application. It has suggested that this period should be increased to 30 days. It has also suggested that the particulars of the monthly reports, if required for submission, should include details of the entity to whom such SIM/ eSIM cards have been sold along with IMSI/ MSISDN, origin country and activation date of SIMs/ eSIM cards. Moreover, customer-specific provisions in the extant policy may not be relevant in this case, as these are B2B agreements and it is best to leave them to mutual negotiations.
- 2.60 One of the stakeholders has opined that the following points should be considered in respect of the proposed authorisation:
- (a) The Central Government shall have the right to access and inspect the site used for providing the service after a reasonable notice except where such notice would defeat the purpose of inspection. The authorised entity shall provide the necessary facilities and cooperate for the same.
  - (b) The Government may seek documents/ information from the Authorised Entity, which must comply and preserve user records for at least one year from the month of acquisition of user.
  - (c) The Authorised Entity may surrender its authorisation with at least 60 calendar days' notice to the Government and 30 days' notice to each user, refunding any balance (including security deposit) within 30 days.

The surrender takes effect on the 61st day (from the date of receipt of notice) unless rejected by the Government within 30 days.

- (d) Central Government reserves the right to terminate/ revoke/ suspend the Authorisation, at any time in the interest of the public by giving a notice of 60 calendar days from the date of issue of such notice.
- (e) The Central Government may modify or add Authorisation conditions anytime if required for national security, public interest, or proper conduct of telecommunication.

2.61 One of the stakeholders has suggested that the applicant should follow and comply with all restriction policies and other telecom policies applicable in the destination country; moreover, test calls/ SMSs made from the foreign profiles within India shall be international roaming calls/ SMSs.

2.62 One of the stakeholders has suggested that audit and monitoring with monthly reporting should be ensured along with integration with Saral-Sanchar portal; security oversight should also be maintained; further, geo-fencing, SIM auto-expiry, approved foreign operator list should also be ensured.

2.63 One of the stakeholders has suggested that the following conditions should be considered under the proposed authorisation:

- (i) General conditions should ensure transparency, compliance, and security.
- (ii) SIMs/ eSIMs should not be used for consumer mobile services.
- (iii) Maintain audit trails and records for minimum one year
- (iv) Cooperation with regulatory and law enforcement agencies for any investigations
- (v) Comply with cybersecurity and data protection standards
- (vi) Periodic reporting to DoT on sales, exports destinations and compliance
- (vii) Prohibit resale/ transfer to unauthorised entities.
- (viii) Transparent commercial terms with Manufacturers/exporters to avoid hidden practices.

## **Analysis of the issues raised through Q2**

2.64 As mentioned above, through the recommendations dated 18.09.2024 on the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023, TRAI recommended that the terms and conditions of the authorisation for the Sale/ Rent of International Roaming SIM Cards/ Global Calling Cards of Foreign operators in India should be light-touch, and the authorisation should be granted online with digitally signed auto-generated authorisation. The salient terms and conditions of the authorisation for sale/ rent of International Roaming SIM Cards/ Global Calling Cards of Foreign operators in India recommended by the Authority through the afore-mentioned recommendations are given below:

- (a) Eligibility: Companies registered under the Indian Companies Act
- (b) Period of Validity of the Authorisation: 10 years
- (c) Service Area: National level
- (d) Scope of Service: Selling or renting of Subscriber Identity Module (SIM) owned by Foreign Cellular Mobile Service Providers to any person in India intending to visit abroad for a specified duration and use the International Roaming facility
- (e) Minimum Equity: Nil
- (f) Minimum Net-worth: Nil
- (g) Application processing fee: Rs. 5,000
- (h) Entry Fee: Nil

(i) Authorisation Fee: Nil

2.65 Based on the comments of stakeholders and further analysis, the Authority is of the view that the terms and conditions of the International M2M SIM Service Authorisation should be light-touch, and the authorisation should be granted online with digitally signed auto-generated authorisation. With respect to the specific terms and conditions of the International M2M SIM Service Authorisation, the Authority is of the following view:

- (a) Eligibility conditions: Only companies incorporated under the Indian Companies Act should be eligible to obtain the authorisation.
- (b) Application processing fee: The application processing fee should be nominal. It may be kept as Rs. 5,000 in line with the TRAI's recommended application fee for the service authorisation for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India (recommended through the recommendations on the Framework for Service Authorisations to be Granted Under the Telecommunications Act, 2023 dated 18.09.2024).
- (c) Scope: The authorised entities should be permitted to sell foreign telecommunication service providers' SIMs/ eSIM cards to any Indian enterprise entity intending to export M2M/ IoT devices fitted with foreign telecommunication service providers' SIMs/ eSIM cards.
- (d) Entry Fee and Authorisation Fee: Considering the scope of the service, no entry fee or authorisation fee should be levied on the authorised entity.
- (e) Period of Validity of the Authorisation: The Authority has recommended a validity period of 10 years for the service authorisation for 'Sale/ Rent of International Roaming SIM Cards of Foreign Operators in India' in its recommendations on the 'Framework for Service Authorisations to be

Granted Under the Telecommunications Act, 2023' dated 18.09.2024. The Authority is of the view that the validity period of the proposed service authorisation also should be 10 years. The authorisation may also be renewed, upon request of the Authorised Entity, if the request is made at least one year prior to the expiry of the Authorisation.

- (f) Service Area: Considering the nature of the service, the service area of the authorisation should be at the national level.
  
- (g) KYC requirements: KYC of the Indian enterprise customer to whom the Authorised Entity has sold the foreign telecommunication service providers' SIMs/ eSIM cards should be obtained. The KYC of the Indian enterprise customer should be similar to the KYC of business connections mandated by DoT through the instructions dated 31.08.2023<sup>38</sup>. For the purpose of KYC, the Authorised Entity should obtain the following documents and information from the Indian enterprise customer entity:
  - (i) Corporate Identity Number (CIN), or Limited Liability Partnership Identification Number (LLPIN), or Business License, or trade/ Registration Number, or Incorporation Certificate or Certificate issued by authorities.
  - (ii) Goods & Services Tax (GST) Registration Certificate of the entity, if available.
  - (iii) Address of the place of business/ working of entity.
  
- (h) It should be mandatory for the Authorised Entity to carry out the physical verification of premise of the address of the Indian enterprise customer entity before selling foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export.
  
- (i) With respect to each SIM/ eSIM card sold to Indian enterprise customer entities under the Authorisation, the Authorised Entity should obtain the

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<sup>38</sup> Source: <https://dot.gov.in/sites/default/files/KYC.pdf?download=1>

information regarding (i) details of M2M/ IoT device i.e. IMEI, ESN etc. (ii) Make, and Model of the machine (car, utility meter, POS machine etc.) from the Indian enterprise customer entity, while the SIM/ eSIM card is within the territory of India. This information should be made available to the Government on demand. Once the foreign telecom service providers' SIM/ eSIM card sold by the Authorised Entity to an Indian enterprise customer entity reaches its destination country, the regulations and security conditions of the destination country would automatically become applicable.

(j) Time period for the foreign SIM to remain active in India: The Authorised Entity should ensure that the sale of foreign telecom service providers' SIM/eSIM cards is solely for the purpose of use outside India. The Authority notes that under the extant NOC policy, the international roaming SIM cards and global calling cards of foreign operators are permitted to be activated for a limited period of 48 hours prior to the departure and 24 hours after the arrival of the individual seeking the SIM. In the case of the proposed service authorisation, a foreign SIM/ eSIM card may be required to be activated in India to enable testing in different lifecycle stages of manufacturing of M2M/ IoT devices mainly, service integration, end of line testing, pre-dispatch checks etc. Accordingly, the Authority is of the view that under the International M2M SIM Service Authorisation-

(i) Foreign telecom service providers' SIM/ eSIM cards should not be in a pre-activated state.

(ii) Foreign telecom service providers' SIM/ eSIM cards may be activated for a maximum period of six months only after the successful completion of the KYC of the Indian enterprise customer. After the completion of testing or a period of six months, whichever is earlier, the service of foreign telecom service providers' SIM/ eSIM cards, which were activated for testing, should be suspended.

(iii) The foreign telecom service providers' SIM/ eSIM card should not

be in activated state at the time of export of M2M/ IoT device fitted with foreign telecom service providers' SIM/ eSIM card.

- (k) Submission of monthly report to the relevant authorised agencies: The Authorised Entity should submit a monthly report to the relevant authorised agencies providing the name and contact details of its Indian enterprise customers along with the details of each SIM/ eSIM card (MSISDN, IMSI, and the country of origin) sold to the Indian enterprise customers during the month. For the SIM/ eSIM cards activated/ suspended during the month, the date of activation/ suspension should also be provided in the monthly report. The monthly reports should be filed online. Authority is of the view that for ease of doing business, DoT should develop an online portal with restricted access to the authorised entities and the relevant authorised agencies to enable them to submit/ view the monthly reports.

2.66 In view of the above, **the Authority recommends that:**

- (a) **The terms and conditions of the International M2M SIM Service Authorisation should be light-touch, and the authorisation should be granted online with digitally signed auto-generated authorisation.**
- (b) **Terms for the grant of the International M2M SIM Service Authorisation should be as below:**
- (i) **Eligibility conditions: Company registered under the Indian Companies Act**
  - (ii) **Application Processing Fee: Rs. 5,000**
  - (iii) **Entry Fee: Nil**
  - (iv) **Minimum Equity: Nil**
  - (v) **Minimum Net-worth: Nil**

- (vi) Bank Guarantee: Nil**
  - (vii) Validity Period of the Service Authorisation: 10 years**
  - (viii) Renewal of authorisation: Renewable for a period of 10 years, if the authorised entity submits a request for renewal at least one year prior to the expiry of the authorisation**
  - (ix) Authorisation Fee: Nil**
- (c) The service area of the International M2M SIM Service Authorisation should be at the national level.**
- (d) Scope of the authorisation should be 'selling foreign telecommunication service providers' SIMs/ eSIM cards to any Indian enterprise entity intending to export M2M/ IoT devices fitted with such SIM/ eSIM cards'.**
- (e) The Authorised entity should be mandated to maintain the KYC of the Indian enterprise entities to whom it sells the foreign telecom service providers' SIM/ eSIM cards under the service authorisation. For this purpose, the Authorised Entity should obtain the following documents and information from the Indian enterprise customer entity:**
  - (i) Corporate Identity Number (CIN), or Limited Liability Partnership Identification Number (LLPIN), or Business License, or trade/ Registration Number, or Incorporation Certificate or Certificate issued by authorities.**
  - (ii) Goods & Services Tax (GST) Registration Certificate of the entity, if available.**
  - (iii) Address of the place of business/working of entity.**
- (f) It should be mandatory for the Authorised Entity to carry out the physical verification of premise of the address of the Indian**

**enterprise customer entity before selling foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export.**

- (g) With respect to each SIM/ eSIM card sold to an Indian enterprise customer entity under the Authorisation, the Authorised Entity should obtain the information regarding (i) details of M2M/ IoT device i.e. IMEI, ESN etc. (ii) Make, and Model of the machine (car, utility meter, POS machine etc.) from the Indian enterprise customer entity, while the SIM/ eSIM card is within the territory of India. This information should be made available to the Government on demand.**
- (h) The Authorised Entity should ensure that the sale of foreign telecom service providers' SIM/eSIM cards is solely for use outside India. However, for testing purposes, the foreign telecom service providers' SIM/ eSIM cards should be permitted to be activated in India for a maximum period of six months after the successful completion of KYC of the Indian enterprise customer. The Government may extend the period of activation beyond six months on a case-to-case basis.**
- (i) Under the International M2M SIM Service Authorisation, the Authorised Entity should be mandated to ensure that-**
  - (i) Foreign telecom service providers' SIM/ eSIM cards should not be in a pre-activated state.**
  - (ii) After the completion of testing or a period of six months, whichever is earlier, the services of foreign telecom service providers' SIM/ eSIM cards, which were activated for testing, should be suspended.**
  - (iii) Foreign telecom service providers' SIM/ eSIM cards should not be in an activated state at the time of export of M2M/**

**IoT devices fitted with foreign telecom service providers' SIM/ eSIM cards.**

- (j) The Authorised Entity should submit a monthly report to the relevant authorised agencies with the following details in respect of foreign telecom Service providers' SIM/ eSIM cards sold to Indian enterprise customers under the authorisation:
  - (i) Name and address of the Indian Enterprise customer with contact details of authorised representative, to which SIM/ eSIM card was sold;**
  - (ii) Name of the foreign telecom Service provider**
  - (iii) Country of the foreign telecom Service provider**
  - (iv) MSISDN and IMSI of the foreign telecom Service providers' SIM/eSIM card**
  - (v) Date of activation of the SIM/eSIM card for testing purposes, if applicable**
  - (vi) Date of service suspension of the SIM/ eSIM card after the completion of testing, if applicable****
  
- (k) For ease of doing business, DoT should develop an online portal, with restricted access to authorised entities and relevant authorised agencies to enable online filing/ viewing of the monthly report.**
  
- (l) Within a month of completion of each financial year, the Authorised Entity should be required to submit an annual return in a prescribed proforma to DoT through the online portal.**
  
- (m) The commercial terms including tariff under the International M2M SIM Service Authorisation should be as per the mutual agreement between the Authorised Entity and the Indian enterprise customer.**

2.67 After recommending the broad terms and conditions for the new service authorisation, the Authority proceeds to examine the issues raised through Q3.

2.68 Through Q3 of the Consultation Paper dated 04.07.2025, the Authority solicited inputs of stakeholders on the following question:

*Q3. Alternatively, in case it is decided to include the activity of the sale of foreign telecom service providers' SIMs/ eSIM cards in India for the use in M2M/ IoT devices meant for export purposes within the scope of the proposed service authorisation for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India, what amendments should be made in respect of the following terms and conditions of the said service authorisation:*

- (a) Scope of service;*
- (b) Eligibility conditions for the authorisation;*
- (c) Application processing fee for the authorisation;*
- (d) Period of validity of the authorisation and conditions for its renewal;*
- (e) Service area of the authorisation;*
- (f) Authorisation fee;*
- (g) General, commercial, and operating conditions etc. of the authorisation;*
- (h) Any other aspect?*

*Please provide a detailed response with justifications*

2.69 As the Authority has already concluded that there is a need to introduce a separate service authorisation for the sale of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export, the issues related to the inclusion of the activity of the sale of foreign telecom service providers' SIM/ eSIM cards in India for the use in M2M/ IoT devices meant for export within the scope of the service authorisation for sale/ rent of international roaming SIM cards/ global calling cards of foreign operators in India, raised through Q3, do not require to be deliberated. Accordingly, the

Authority proceeds to examine the issues raised through Q4, Q5 and Q6 of the Consultation Paper dated 04.07.2025.

## **J. Regulatory issues related to import and export of M2M SIMs/ eSIMs raised through Q4 and Q5**

2.70 With respect to the regulatory issues related to import and export of M2M SIMs/ eSIMs, the Authority solicited comments from stakeholders on the following set of questions:

*Q4. Whether there are any regulatory issues including those related to the agencies such as RBI, customs etc. in respect of the import of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export purposes? Please provide a detailed response with justifications.*

*Q5. Whether there are any regulatory issues including those related to the agencies such as RBI, customs etc. in respect of the export of Indian telecom service providers' M2M SIMs/ eSIMs for the use in M2M/ IoT devices meant for import purposes? Please provide a detailed response with justifications.*

### **Responses of Stakeholders on Q4 and Q5**

2.71 In response to Q4 and Q5, stakeholders have provided a wide variety of inputs. While a few stakeholders have opined that there are no specific issues related to the import/ export of M2M SIMs/ eSIMs, a few other have highlighted the need for a well-defined set of guidelines on the matter. A few stakeholders have also provided specific suggestions on the matter.

2.72 A broad summary of the inputs of stakeholders on Q4 and Q5 is given below:

- (a) View#1: There are no specific requirements in place for importing foreign operator's SIM cards and export of devices fitted with such SIM cards. However, as an abundant caution, the Central Government should mandate that no additional burden/ compliances should be imposed on the entities performing the activity of sale of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export, under the DoT's authorisation.
- (b) View#2: There are no major regulatory barriers from RBI or Customs for import/ export of SIM/ eSIM cards under the foreign trade policy. However, the policy on devices with embedded SIMs is not as explicit. Due to this ambiguity, there are practical challenges that are encountered while dealing with custom authorities with respect to such consignments. In the interest of ease of doing business, there is a need to explicitly enable such import/ export. DoT should coordinate with the Ministry of Finance to lay down a clear framework allowing:
- (i) Import of foreign TSPs' SIM/ eSIM profiles only as well as SIM profiles along with SIM hardware for use in M2M/ IoT devices meant for export;
  - (ii) Export of Indian TSPs' SIMs/ eSIMs as well as SIMs/ eSIMs embedded in SIM modules/ IoT devices for use in M2M devices/ machines meant for import; and
  - (iii) Import/ export of M2M/ IoT devices with SIMs/ eSIMs soldered/ embedded therein.
- (c) View#3: There are no major regulatory impediments currently imposed by agencies such as RBI or Customs regarding the import of foreign telecom service providers' SIM/ eSIM cards, provided they are strictly used for integration into M2M/ IoT devices manufactured in India for export purposes only. SIM/ eSIM cards in such cases are treated as hardware components, and since they are not activated or used for domestic telecom services, no specific customs duties or restrictions

typically apply. However, to avoid operational ambiguities and ensure smooth clearance, a distinct customs classification (e.g., "SIMs for export use only") can be introduced. With respect to the export of Indian telecom service providers' M2M SIMs/ eSIMs for use in devices exported to foreign countries, there are no major regulatory impediments currently imposed by RBI or Customs. However, procedural clarity is important to ensure proper traceability, compliance with licensing norms, and national security safeguards. Customs declarations should clearly identify such SIMs as "for international use only".

- (d) View#4: There are no guidelines available for M2M/ IoT devices with foreign telecom service providers' SIM/ eSIM cards meant for export purposes. The available guidelines pertain only for consumer SIMs. The import of SIM cards having pre-embedded profiles should be allowed either directly or through an Indian company.
- (e) View#5: A well-defined set of guidelines is essential to facilitate smooth import and export of SIM/ eSIM cards, ensuring clarity in procedures, documentation, duties, and regulatory guidelines. A simplified, single-window clearance system should be introduced to consolidate approvals from various departments and promote ease of doing business. There should be a provision of deemed approval, if the application is not approved/ rejected within two weeks of date of application.

### **Analysis w.r.t. the Issues Raised Through Q4 and Q5**

2.73 M2M communication and IoT together are shaping the landscape of infrastructures across industries like energy grids, transportation systems, water supply networks and agriculture. At present, there is a significant market opportunity for the manufactures of M2M/ IoT devices globally. Based on the comments of stakeholders on Q4 and Q5 and its own analysis, the Authority is of the view that to unlock the market potential for Indian exporters

and importers operating in this business segment, an enabling and light-touch regulatory framework for the import and export of the devices fitted with M2M SIM/ eSIM cards is indeed required. Towards this, DoT should coordinate with the concerned ministries of the Central Government (Ministry of Finance, Ministry of Commerce etc.) to lay down a clear regulatory framework for enabling the following activities:

- (a) Import of foreign TSPs' SIM/ eSIM profiles to be configured in SIM/ eSIM cards for use in M2M/ IoT devices meant for export;
- (b) Import of foreign TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for export;
- (c) Import of foreign TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for export;
- (d) Export of Indian TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for import; and
- (e) Export of Indian TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for import.

2.74 In view of the above, **the Authority recommends that DoT should coordinate with the concerned ministries of the Central Government (Ministry of Finance, Ministry of Commerce etc.) to lay down a clear regulatory framework for enabling the following activities:**

- (a) Import of foreign TSPs' SIM/ eSIM profiles to be configured in SIM/ eSIM cards for use in M2M/ IoT devices meant for export;**
- (b) Import of foreign TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for export;**
- (c) Import of foreign TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for export;**
- (d) Export of Indian TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for import; and**
- (e) Export of Indian TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for import.**

## **K. Miscellaneous Issues**

2.75 The Authority raised the following question for soliciting comments from stakeholders:

*Q6. Whether there are any other issues related to the subject matter? Please provide a detailed response with justifications.*

2.76 In response to Q6, stakeholders have provided the following inputs:

(a) View#1: The following restrictions on Indian M2M SIM/ eSIM cards should not be applicable on the foreign TSPs' SIM/ eSIM cards to be used in M2M/ IoT devices meant for export purposes as such points will depend upon regulation of respective countries:

- (i) Mandatory 13-digit MSISDN;
- (ii) Connectivity restriction with respect to 100 IPs/ URLs and four number for SMS/ voice call;
- (iii) Maintain end user custodian details; and
- (iv) Exclusion of Digital KYC.

(b) View#2: Use of ITU allocated shared Mobile Country Code 901.XX (Global IMSI) should be permitted in India for M2M communication services. Besides, the permanent roaming of foreign eUICC fitted devices in India should not be restricted for a time limit for M2M services; it should be left to the market forces and mutual roaming agreements between foreign TSPs and Indian TSPs.

### **Analysis w.r.t. the Issues Raised through Q6**

2.77 A few stakeholders in their response to Q6 have listed certain restrictions, which are presently applied on Indian M2M SIM/ eSIMs, and have suggested that such restrictions should not be applicable on the foreign TSPs' SIM/ eSIM cards to be used in M2M/ IoT devices meant for export. The Authority has

examined the restrictions enumerated by such stakeholders. As far as the restrictions related to the mandatory 13-digit MSISDN, and connectivity restriction with respect to 100 IPs/ URLs and four number for SMS/ voice call are concerned, the Authority notes that such restrictions may not be imposed under the service authorisation recommended through these recommendations as the regulation of respective foreign countries would apply on foreign TSPs' SIM/ eSIM cards on these matters. As far as the aspect of maintaining end user custodian details is concerned, the Authority has already recommended that the KYC of the Indian enterprise customer entities should be obtained. With respect to the request of stakeholders to exclude digital KYC, the Authority is of the view that the KYC of the Indian enterprise customer would be like the KYC of business connections mandated by DoT through the instructions dated 31.08.2023<sup>39</sup>. It would not be a retail consumer KYC. Accordingly, the applicable rules for KYC would apply.

2.78 A stakeholder has suggested that the use of ITU allocated shared Mobile Country Code 901.XX (Global IMSI) should be permitted in India for M2M communication services; besides, the permanent roaming of foreign eUICC fitted devices in India should not be restricted for a time limit for M2M services; it should be left to the market forces and mutual roaming agreements between foreign TSPs and Indian TSPs. In this regard, it is noteworthy that after a comprehensive consultation with stakeholders, the Authority, on 21.03.2024, recommended<sup>40</sup>, *inter-alia*, as below:

*3.1 Earlier, through the recommendation No.5.7(b) of the recommendations on 'Spectrum, Roaming and QoS related requirements in Machine-to-Machine (M2M) Communications' dated 05.09.2017, TRAI had recommended that "[d]evices fitted with eUICC shall be allowed in operation in roaming for maximum three years from the date of activation of roaming in the network*

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<sup>39</sup> DoT has issued guidelines for KYC of business connections through its instructions dated 31.08.2023. Source: <https://dot.gov.in/sites/default/files/KYC.pdf?download=1>

<sup>40</sup> [https://www.trai.gov.in/sites/default/files/2024-09/Recommendations\\_21032024\\_0.pdf](https://www.trai.gov.in/sites/default/files/2024-09/Recommendations_21032024_0.pdf)

*of Indian TSP and mandatorily converted/ reconfigured into Indian TSP's SIM within the stipulated period or on change of ownership of the device, whichever is earlier. The Authority/ Licensor shall review the condition based on the developments and requirements".*

*Based on a review of the said recommendation, the Authority recommends that all communication profiles on any M2M eSIM fitted in an imported device on international roaming in India should be mandatorily converted/ reconfigured into communication profiles of Indian telecom service providers within a period of six months from the date of activation of international roaming in India on such M2M eSIM or on change of ownership of the device, whichever is earlier.*

*3.7 The Authority recommends that keeping in view the challenges in its implementation, the use of 901.XX IMSI series allocated by ITU-TSB to Indian entities should not be permitted for providing M2M services in India, at this stage. The Authority will monitor the developments in the M2M communication services ecosystem and may review this recommendation at an appropriate time.*

*3.8 The Authority recommends that the M2M eSIMs with global IMSIs assigned to foreign entities should be treated like foreign M2M eSIMs working in international roaming in India, and all restrictions imposed on foreign M2M eSIMs working in international roaming in India should also be applied on the M2M eSIMs fitted with global IMSIs assigned to foreign entities.*

2.79 As the afore-mentioned recommendations were made recently (in March 2024) after following a comprehensive consultation with stakeholders, the Authority is of the view that it would not be proper to make any amendments in these recommendations at this stage.

2.80 The following chapter provides a summary of recommendations.

## **Chapter III: Summary of Recommendations**

### **3.1 The Authority recommends that-**

- (a) The sale of foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export purposes should be regulated through a separate service authorisation under Section 3(1)(a) of the Telecommunications Act, 2023.**
- (b) The new service authorisation should be termed as "International M2M SIM Service Authorisation".**
- (c) In the scheme of TRAI's recommendations dated 18.09.2024, the International M2M SIM Service Authorisation should be included under the category of auxiliary service authorisations. In the scheme of DoT's draft rules for service authorisations under Section 3(1)(a) of the Telecommunications Act, 2023, the International M2M SIM Service Authorisation should be included under the category of miscellaneous service authorisations.**

**[Para 2.43]**

### **3.2 The Authority recommends that-**

- (a) The terms and conditions of the International M2M SIM Service Authorisation should be light-touch, and the authorisation should be granted online with digitally signed auto-generated authorisation.**
- (b) Terms for the grant of the International M2M SIM Service Authorisation should be as below:**
  - (i) Eligibility conditions: Company registered under the Indian Companies Act**
  - (ii) Application Processing Fee: Rs. 5,000**
  - (iii) Entry Fee: Nil**
  - (iv) Minimum Equity: Nil**
  - (v) Minimum Net-worth: Nil**

- (vi) Bank Guarantee: Nil**
  - (vii) Validity Period of the Service Authorisation: 10 years**
  - (viii) Renewal of authorisation: Renewable for a period of 10 years, if the authorised entity submits a request for renewal at least one year prior to the expiry of the authorisation**
  - (ix) Authorisation Fee: Nil**
- (c) The service area of the International M2M SIM Service Authorisation should be at the national level.**
- (d) Scope of the authorisation should be 'selling foreign telecommunication service providers' SIMs/ eSIM cards to any Indian enterprise entity intending to export M2M/ IoT devices fitted with such SIM/ eSIM cards'.**
- (e) The Authorised entity should be mandated to maintain the KYC of the Indian enterprise entities to whom it sells the foreign telecom service providers' SIM/ eSIM cards under the service authorisation. For this purpose, the Authorised Entity should obtain the following documents and information from the Indian enterprise customer entity:**
  - (i) Corporate Identity Number (CIN), or Limited Liability Partnership Identification Number (LLPIN), or Business License, or trade/ Registration Number, or Incorporation Certificate or Certificate issued by authorities.**
  - (ii) Goods & Services Tax (GST) Registration Certificate of the entity, if available.**
  - (iii) Address of the place of business/working of entity.**
- (f) It should be mandatory for the Authorised Entity to carry out**

**the physical verification of premise of the address of the Indian enterprise customer entity before selling foreign telecom service providers' SIM/ eSIM cards for the use in M2M/ IoT devices meant for export.**

- (g) With respect to each SIM/ eSIM card sold to an Indian enterprise customer entity under the Authorisation, the Authorised Entity should obtain the information regarding (i) details of M2M/ IoT device i.e. IMEI, ESN etc. (ii) Make, and Model of the machine (car, utility meter, POS machine etc.) from the Indian enterprise customer entity, while the SIM/ eSIM card is within the territory of India. This information should be made available to the Government on demand.**
  
- (h) The Authorised Entity should ensure that the sale of foreign telecom service providers' SIM/eSIM cards is solely for use outside India. However, for testing purposes, the foreign telecom service providers' SIM/ eSIM cards should be permitted to be activated in India for a maximum period of six months after the successful completion of KYC of the Indian enterprise customer. The Government may extend the period of activation beyond six months on a case-to-case basis.**
  
- (i) Under the International M2M SIM Service Authorisation, the Authorised Entity should be mandated to ensure that-**
  - (i) Foreign telecom service providers' SIM/ eSIM cards should not be in a pre-activated state.**
  - (ii) After the completion of testing or a period of six months, whichever is earlier, the services of foreign telecom service providers' SIM/ eSIM cards, which were activated for testing, should be suspended.**
  - (iii) Foreign telecom service providers' SIM/ eSIM cards should**

**not be in an activated state at the time of export of M2M/ IoT devices fitted with foreign telecom service providers' SIM/ eSIM cards.**

- (j) The Authorised Entity should submit a monthly report to the relevant authorised agencies with the following details in respect of foreign telecom Service providers' SIM/ eSIM cards sold to Indian enterprise customers under the authorisation:**
- (i) Name and address of the Indian Enterprise customer with contact details of authorised representative, to which SIM/ eSIM card was sold;**
  - (ii) Name of the foreign telecom Service provider**
  - (iii) Country of the foreign telecom Service provider**
  - (iv) MSISDN and IMSI of the foreign telecom Service providers' SIM/eSIM card**
  - (v) Date of activation of the SIM/eSIM card for testing purposes, if applicable**
  - (vi) Date of service suspension of the SIM/ eSIM card after the completion of testing, if applicable**
- (k) For ease of doing business, DoT should develop an online portal, with restricted access to authorised entities and relevant authorised agencies to enable online filing/ viewing of the monthly report.**
- (l) Within a month of completion of each financial year, the Authorised Entity should be required to submit an annual return in a prescribed proforma to DoT through the online portal.**
- (m) The commercial terms including tariff under the International M2M SIM Service Authorisation should be as per the mutual agreement between the Authorised Entity and the Indian**

**enterprise customer.**

**[Para 2.66]**

**3.3 The Authority recommends that DoT should coordinate with the concerned ministries of the Central Government (Ministry of Finance, Ministry of Commerce etc.) to lay down a clear regulatory framework for enabling the following activities:**

- (a) Import of foreign TSPs' SIM/ eSIM profiles to be configured in SIM/ eSIM cards for use in M2M/ IoT devices meant for export;**
- (b) Import of foreign TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for export;**
- (c) Import of foreign TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for export;**
- (d) Export of Indian TSPs' SIM/ eSIM cards for use in M2M/ IoT devices meant for import; and**
- (e) Export of Indian TSPs' SIM/ eSIM cards fitted in M2M/ IoT devices for use in products meant for import.**

**[Para 2.74]**

## ANNEXURE: DOT'S REFERENCE DATED 17.09.2024

Government of India  
Ministry of Communications  
Department of Telecommunications  
Sanchar Bhawan, 20, Ashoka Road, New Delhi-110001  
(Carrier Service Cell)

NO. 802-01/2022-CS-I

Dated: 17.09.2024

To

The Secretary  
Telecom Regulatory Authority of India (TRAI),  
6<sup>th</sup> Floor, Tower-F, World Trade Centre,  
Nauroji Nagar, New Delhi: 110029

**Subject: Seeking Recommendations of TRAI regarding terms and conditions for issue and renewal of NOC for import/sale of Foreign Telecom Service Providers SIM/eSIM cards for use in M2M/IoT devices meant for export purpose.**

Dear Sir,

M2M technology is creating significant opportunities and has a proven potential of revolutionizing the performance of various verticals of different sectors, businesses, and services, by providing automation and intelligence to the end devices. With the ability to tap into a device's data stream on an ongoing basis, it is possible to track and service a device throughout its entire lifecycle from the assembly line to the recycling heap, leading to a redefinition of customer relationships and business operations. In all, M2M technology has the potential to unleash significant productivity gains and economic growth, unlike any previous technology wave.

2. The International Telecommunication Union (ITU-T) has defined Internet of things (IoT) as "Global infrastructure for the information society, enabling advanced services by interconnecting (physical and virtual) things based on existing and evolving interoperable information and communication technologies. Through the exploitation of identification, data capture, processing, and communication capabilities, the IoT makes full use of things to offer services to all kinds of applications, whilst ensuring that security and privacy requirements are fulfilled".
3. Subscriber Identity Modules (SIMs) for the purposes of M2M/IoT communications are embedded (integrated/soldered) at the point of manufacturing in order to achieve the standard physical and environmental requirements and are deployed in domestic and/or international market.
4. There are certain Indian manufacturers who are exporting their products to the International market. Such manufacturers are seeking foreign SIMs to be provided to them in India itself for integration into their products for IoT/M2M services for use outside India.

  
17/9/24

5. Requests ( ref **Annexure-I**) have been received in DoT for Provision to be made for sale of foreign operator's SIMs for IoT/M2M under the DOT's No Objection certificate (NOC) policy for sale of foreign operator's SIMs.
6. The existing policy ( ref. **Annexure-II**) issued on 14.01.2022 is for issue/renewal of No Objection Certificate (**NOC**) for sale/rent of international roaming SIM cards/ Global Calling Cards of Foreign Operators in India. The cards being offered under this policy to Indian customers are for use only outside India. For establishing the authenticity of the customer before selling/ renting such cards, copy of the passport of the customer including copy of valid visa and additional proof of identity (**PoI**) and proof of address (**PoA**) as per the prescribed document based PoI/ PoA process or alternate digital KYC process, for issuing new mobile connection as prescribed by DoT shall be obtained.
7. The new requirements received are for NOC for Import/sale of Foreign Telecom Service Providers SIM cards for testing and/or use in Internet of Things (**IoT**) and Machine to Machine (**M2M**) products which are meant for export purpose. There are practical difficulties in fitting this use case under the existing NOC policy, particularly in KYC and compliance requirements. Therefore, a separate Policy for Issue/Renewal of NOC for Import/Sale in India, of SIM/eSIM cards (or chips) of Foreign Telecom Service Providers, for use in M2M/ IoT devices/products meant for export only is proposed by DoT.
8. DoT floated a **Consultation Paper** ( ref. **Annexure-III**) to seek comments/inputs from various stake holders. However, comments/inputs were received only from 2 entities ( ref. **Annexure-IV and Annexure-V**).
9. TRAI is requested to give its recommendations under clause 11(1)(a) of TRAI Act-1997 (as amended) regarding the terms and conditions **for issue and renewal of No Objection Certificate (NOC) for import/ sale of Foreign Telecom Service Providers SIM/eSIM cards for use in M2M/IoT devices meant for export purpose.**

Encl: As Above



17/9/24  
(Rajesh Kumar Soni)

DDG (CS)

Tel. No. 011-23710437

राजेश कुमार सोनी / RAJESH KUMAR SONI  
उप महासंचालक (संयोजक सचिव)  
Deputy Director General (CS)  
संचालक विभाग, भारत सरकार  
Dept. of Telecom, Govt. of India  
नई दिल्ली / New Delhi

ANNEXURE - I



Confederation of Indian Industry

**CII Representation on IoT/ M2M Policy Reforms**

**14-Apr-2022**



Confederation of Indian Industry

**1) Relaxation of 4 public IPs restrictive features on IoT/M2M SIMs**

- a) M2M customers today have a requirement of multiple public URLs/ IPs whitelisting as their offerings to end users have been enhanced on account of partnerships and collaborations with various entities to provide more and more services.
- b) Restricting communication only to four Public IP addresses/URLs is proving to be a major challenge in most of the existing M2M solutions. Many M2M solutions have evolved as a result of partnerships and collaborations between various entities as no single organization is building an end-to-end solution (IoT/M2M stack) by itself. Therefore, there is a requirement of allowing more than four Public IP addresses/URLs for enabling M2M communication. Further, typical use cases and applicable solution which would exist for this ecosystem are listed below:
- i) **Vehicle tracking solutions / On-board diagnostic (OBD) solutions for vehicles:** Such solution providers are using navigational apps such as Google Maps, MapmyIndia etc. for location tracking and triangulation, live streaming with the help of dashboard cameras to record the live video feed of the vehicle, and device analytics to check the health parameters of the vehicle – all such information captured from the M2M SIM is required to be sent to diverse third party applications/entities who collaborate with the M2M service/solution provider to provide an overall enriched offering to the end users.
- ii) **Connected cars:** Automobile companies have started to provide access to real-time connectivity and infotainment in addition to telematics thereby enabling users to enjoy OTT services (music streaming, podcast apps etc.) and providing open internet service, thus requiring whitelisting of > 4 public IPs. Moreover, The NHAI has initiated an alternative to Fast Tag in the Satellite based Auto Toll Deduction. The unit which will be installed in each car could well be installed in the near future by car manufacturers and OEMs as standard equipment. It would require that M2M SIMs be made available to car makers and their 3rd party OEMs in bulk on an institutional B2B basis with the necessary vehicle-SIM record being maintained.
- iii) **PoS machines** – Android based POS machines today enable multiple services such payments via UPI, credit card, digital wallets etc. Multiple IPs whitelisting is required as the PoS machines enable the consumers to not only undertake financial transactions but to make traffic e-challan payments (& similar citizen centric payments), to avail instant EMI/loans from financial institutions and to avail cashback & instant discount schemes of brands whose products/services the consumers are availing. The multiple IPs are also required by the PoS owner for performing certain transactions such as for client billing (e.g. when consumer uses the PoS to purchase petrol/diesel at Indian Oil petrol pump outlets), to connect to GST application (to ensure that correct GST amount is charged to consumer. It may be noted that in advanced countries like USA, there are no restrictive features imposed by regulations on IoT/M2M SIMs.

**Industry Request**

**DoT may kindly relax the maximum 4 public IPs/URLs restriction currently applicable for IoT/M2M SIMs and allow as many IP/URLs as required by specific application. We submit that even by increasing the number of public IP Addresses/URLs, these SIMs will still be in**



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conformity with the principle of ensuring that these cannot be misused. These M2M SIMs will always be used in controlled environment and if required there can be a mechanism to check the record of Telecom Service Providers (TSPs) to find out the destination IP Addresses/URLs which have been whitelisted for the M2M SIMs procured by M2M Service Provider

**Additionally, we also suggest that the transfer of ownership should also be allowed between companies for instance:**

- Involving merger, acquisitions, takeover of companies, slump sale, transfer of business
- For cases wherein companies wish to transfer the ownership from parent company to its subsidiaries/ other group companies or vice versa/ and between its subsidiaries/ group companies
- For cases wherein M2M service provider is ceasing its operations or is filing for bankruptcy, etc. and the M2M SIMs are required to be either transferred to the new M2M service provider or directly to the company where M2M SIMs are used/ deployed

In respect of the requirement stated in the guidelines the data communication from M2M is to be restricted only to predefined set of four Public IP addresses/URLs, **we reiterate 3 our request that there is a requirement of allowing more than four Public IP addresses/URLs for enabling M2M communication.**

Further, we understand that the above restriction is not applicable to data communication taking place on the private networks and the condition of restricting communication to four IP addresses applies only when the communication takes place on the public internet. We humbly request that the same may kindly be clarified.

**2) Reconsider requirement /Relax deadline for migration of existing M2M SIMs (10 digit) to 13 digits**

- a) Many M2M customers are unwilling/unable to migrate for various reasons such as:
- Disruption of service on account of IMSI/SIM change (disconnection and reconnection required including rebooting of M2M device where SIMs/devices do not get automatically latched to mobile network),
  - Non-feasibility of SIM change where M2M devices deployed in diverse/remote locations, changes in M2M service provider's applications,
  - The device/ machine in which SIM/eSIM is used has compatibility issues with 13-digit numbering series i.e. the device will not work once migration is done from 10 digits to 13 digits. These are the cases where the device/ machine cannot be upgraded even from backend even through Over the Air mechanism.
- b) Such customers (on repeat/additional orders) are being supplied with 13-digit M2M SIMs since 01.10.2018 (basis DoT's instructions as per M2M 13-digit numbering allocations) and such customers will gradually move their existing 10-digit M2M SIMs to 13-digit M2M SIMs during their device lifecycle/application upgrade phases over the next few years.



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**Industry Request:**

DoT may kindly not insist on specific timeline /deadline for completion of migration from 10 digits to 13-digit M2M SIMs.

**3) M2M level opening by all TSPs**

**13 and 10 digits M2M SIMs Voice & SMS interoperability** – Industry is facing challenges as 13-digit M2M numbers (levels) are not uniformly opened by BSNL, MTNL despite reminders/follow-ups since 2019.

**Industry Request:**

DoT may kindly reiterate urgency to all TSPs and especially BSNL, MTNL to open M2M numbering levels in their fixed and mobile networks on priority basis.

**4) Capping on timelines for SIMs on international roaming being used for M2M use cases**

There are several cases today where SIMs on international roaming are being used for provision of M2M connectivity in India. While there is merit in enabling such use cases; however, there needs to be a framework which lays down an upper cap on timelines during which SIMs can continue to be on roaming. Permanent roaming of the international SIMs should not be allowed in view of potential national security risks associated with such SIMs. Time of maximum of six months in case of e-SIM/eUICC and three months in case of pluggable SIMs should be given to the devices imported with international SIMs; thereafter, the same should be converted/replaced with Indian TSPs SIMs.

**5) Integration of Foreign SM-SR with Indian TSPs' network**

- a) There are various use cases where the device being imported in India are equipped with eSIM with a bootstrap profile which is registered on company's own Subscription Manager Secure Routing (SM-SR) platform which is based outside India.
- b) In order to facilitate the download of Indian TSP's profile into these eSIM, SM-SR change is required through integration between these two SM-SR (i.e. company SMSR outside India and Indian TSP's SM-SR in India) as per GSMA guidelines. We thus assume here that foreign IP integration between the donor SM-SR (hosted outside India) and the recipient SM-SR (hosted inside India) would be allowed for swapping in line with the GSMA process requirement.
- c) We are of the view that while SM-DP should remain within India, the SM-SR should be allowed across the geographical boundaries to cater various use case requirements.
- d) SM-SR can be owned by any party and can be located outside India as long as it is GSMA certified site. This SM-SR can be situated anywhere; however local MNO profile should be downloaded into the eSIM by local MNO SM-DP integration with foreign MNO SM-SR.
- e) If SM-SR has to be hosted in India, then SM-SR swap within one year of timeline should be mandated after activating eSIM which are imported from outside India.
- f) Similarly, for the case where for India manufactured devices having Indian TSP profile as a bootstrap, SM-SR situated in India may need integration with GSMA certified SM-DP for local profile download in respective countries.



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- g) The eSIM personalization or remote provisioning should be carried out through the systems and facilities duly certified by SAS of GSMA. The SM-DP, SM-DP+ used for eUICC personalization should be located within the geographical boundaries of India. The SM-SR, SM-DS and remote OTA platform shall preferably be hosted in India.

**Industry Request:**

- **We are of the view that while SM-DP should remain within India, the SM-SR, SM-DS should be allowed across the geographical boundaries to cater various use case requirements.**
- **Integration of India SM-SR and SM-DP to non-India SM-SR and SM-DP shall be allowed.**

**6) Require IoT/M2M device standardization/certification and device to network interoperability/ testing standards with governance framework**

- a) There is a lack of Device Standardization and Interoperability/testing standards in terms of connectivity of M2M/IoT device to mobile/cellular network and device interoperability with mobile network, proper testing of the same, and checking for capability of devices.
- b) Our members have experienced cases where Non-standard & foreign devices with e-SIM and physical M2M SIM have caused a lot of load onto mobile network signaling on account of making multiple PDP sessions.
- c) It is important to ensure that mobile operator's network is not adversely affected due to faulty device configurations at M2M SP's or M2M device vendor's end.

**Industry request**

**DoT may kindly consider constitution of a working group of M2M SP, Module providers, Chipset providers, Telecom Operators and application providers to together create standard specification for device and testing.**

**7) Creation of a Platform/ Forum involving all the key stakeholders to facilitate and strengthen the IoT/M2M ecosystem.**

- a) We suggest the establishment of a Common forum or portal for all IoT/M2M eco system players for easy access to details of government projects/guidelines/mandates in IoT/M2M domain –

example MORTH has mandated SIM validity update on VAAHAN through various state provisioning centers who are not following common approach to do the same.

**8) Tele verification not required for SIMs used for M2M Communication services.**

- a) The M2M guidelines issued by DoT stipulate that the requirement of tele-verification prior to SIM activation as mentioned in the instructions dated 09.08.2012 shall not be applicable in case of M2M SIMs issued for M2M communication services.



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- b) Further the guidelines also permit issue of standard connections for the use in M2M communication services where the end user is known or the SIM can be placed in the machine by the end user itself.
- c) It is submitted that in the latter case, there are some use cases of M2M communications where the SIMs do not have any voice calling functionalities and hence tele verification for such SIMs is not possible.

**9) Clarification on clause of restriction of voice and SMS**

- a) While members of the industry have implemented the voice and SMS restrictions as prescribed in the M2M Guidelines, **however, the following clause in the guidelines needs to be removed:**

*"Such number shall be part of setup of entity/organization providing M2M services. Further, list of such numbers is to be provided by entity/organization providing M2M services to licensees while obtaining sim card"*

- b) It is pertinent to highlight that in the meeting held on 18<sup>th</sup> February 2020, DoT had also recognized that due to various use cases, it is **not practical to retain the above requirement in the guidelines and hence, this clause needs to be removed from the guidelines.** We are hereby again highlighting, various use cases and challenges pertaining to the same.

**Challenge 1:** IoT devices use SMS from the Vehicle Tracking System (VTS) device/telematics unit to act as an SOS communication channel, especially for uses cases such as passenger and women safety. SOS SMS in such cases will be to the relatives of the concerned passenger/driver. Also, SMS acts as a fallback communication challenge in the absence of data services. Given the restriction on communication of SMS services from M2M SIM to numbers which are part of the organization providing M2M services, these use cases challenging to be compliant.

**Example:** SOS SMS in case of car crash will be to the relatives of the car owners; for safety related use cases SMS for crossing a designated geo-fence will be to the relatives of a car driver etc.

**Ask:** Thus, it is imperative that this clause be suitable amended to enable the evolution of necessary use cases.

**Challenge 2:** IoT devices such as child trackers/elderly trackers need the capability for SOS/emergency voice communication between IoT devices and the parent/guardian/caretaker. Given the restriction on communication of voice services from M2M SIM to numbers which are part of the organization providing M2M services, these use cases will not be compliant.

**Example:**

- Child/Elderly person presses an SOS button on the tracker, which trigger a voice call from the device to the whitelisted number
- The device automatically triggers an SOS call to emergency contact/doctor basis certain parameters such as heart rate, location, bodily motion etc.



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**Ask:** Thus, it is imperative that this clause be suitably amended to enable the evolution of necessary use cases.

**Challenge 3:** As SMS acts as a critical communication channel for enabling/communicating with M2M/IoT devices, it can be used by TSP (who has provided by M2M SIM to M2M Service provider) to send device diagnostic information from its IoT platform to the SIMs deployed by customers. These SMS from the platform will be from a common short code and will be used across all customers. This SMS communication to device from TSPs' platform will be crucial for enabling various functions such as – device wake up, device restart, APN configuration on the device etc. The customer would only be able to send diagnostic SMS to their set of numbers only. Similarly, an operator owned short code would be used to send configuration messages once eSIM technology is made available.

**Challenge 4:** There is no mechanism of determining ownership of SIMs taken by customers from other operators.

**Example:** In case SMS from one operator's M2M SIM were to go to other TSPs network, the first operator cannot ensure whether the SIMs are part of the same organization. Though M2M Service provider will have the ownership of M2M SIMs and is responsible for ensuring this compliance, this proves challenging to enforce and govern.

#### **10) Allow availability of eSIM from outside India**

- a) eSIM requirement is increasing day by day with various increasing number of applications and devices in market.
- b) eSIM production outside India should be allowed as this will enable use cases such as import of vehicles /devices from global manufacturer.
- c) Availability of eSIM from overseas facilities and also request for relaxation of norms for 3 years due to pandemic condition.

#### **11) Regulations for Integrated SIMs (ISIM)**

- a) ISIM technology is useful in low power M2M devices.
- b) It should be allowed to have cost effective IoT offering.
- c) ISIM personalization should be allowed from outside India as this implementation is tightly integrated with modem chipset.
- d) Integrated SIM will follow the structure and security guidelines as issued by 3GPP and GSMA respectively - this should be introduced with proper DoT & GSMA guidelines.

#### **12) Policy for new level allocations for IOT/M2M**

- a) DOT has allocated 1 Million per Service Areas 13-digit levels to Telecom Services providers for M2M Services



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- b) Considering huge current adoption and potential in the near future, these will get exhausted soon.
- c) However, DOT has not yet put in place policy for new level allocation in case of 13 digits numbering series

**Industry request**

**DoT can put in place light touch policy for allocation of new levels for M2M/IOT Services.**

**13) Provision to be made for sale of foreign operator's SIMs for IoT/M2M under the DOT's No Objection certificate (NOC) policy for sale of foreign operator's SIMs.**

- a) At present DOT issues a No Objection Certificate allowing for sale in India of International Roaming SIM cards of foreign operators for use outside the country. The cards being offered to Indian customers are for use only outside India.
- b) The NOC mandates the seller to collect information of the subscribers including the Passport details as well as details of the Visa issued to the individual for travel to another country.
- c) The DOT policy also has a provision for NOC for innovative solutions but it specifies that it would be issued on case-to-case basis.
- d) There are certain Indian manufacturers who are exporting their products to the International market. Such manufacturers are seeking foreign SIMs to be provided to them in India itself for integration into their products for IoT/M2M services for use outside India.

**Industry request**

**In the interest of Indian manufacturers who are exporting their products, NOC policy of DOT allowing for sale of foreign SIMs should also allow for sale of foreign SIMs for IoT/M2M requirements with the continuing caveat that such SIMs can only be functional outside India.**

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भारतसरकार Government of India  
संचारमंत्रालय Ministry of Communications  
दूरसंचारविभाग Department of Telecommunications  
20 अशोकारोड, संचार भवन 20-Ashoka Road, Sanchar Bhawan,  
नई दिल्ली New Delhi - 110 001.  
(संप्रेषणसेवाएं प्रकोष्ठ)/(Carrier Services Cell)

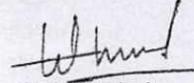
No. 808-02/2014-CS-I

Dated: 14/ 01/2022

**Subject: Revised terms & conditions for issue/renewal of NOC for sale/rent of International Roaming SIM Cards/ Global Calling Cards of Foreign Operators in India.**

Approval of competent authority is hereby conveyed regarding revised terms & conditions for issue/ renewal of No Objection Certificate (NOC) for sale/rent of International Roaming SIM Cards/Global Calling Cards (GCC) of Foreign Operators in India.

The revised terms and conditions for issue/renewal of the above mentioned NOC are applicable from the date of issue of this letter.



(Rahul Yadav)

ADG (CS-I)

Tel. No.011-23036830

**Copy to:**

- 1.DG Telecom, New Delhi
- 2.DDG(AS)/DDG(DS)/DDG(LFP), DoT HQ.
- 3.Joint Secretary(IS-I), Ministry of Home Affairs.
- 4.Secretary, TRAI, New Delhi
5. All LEAs.
6. All NOC Holders.

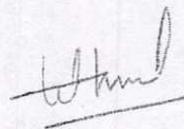
(राहुल यादव)  
(RAHUL YADAV)  
सहायक महानिदेशक  
Assistant Director General  
दूरसंचार विभाग, भारत सरकार  
Deptt. of Telecom, Govt. of India  
नई दिल्ली/New Delhi

**Revised Policy for issue/ renewal of NOC for sale/rent of International Roaming SIM  
Cards/Global Calling Cards of foreign operators in India w.e.f. 14.01.2022**

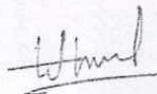
No Objection Certificate (NOC) shall be issued/renewed by Department of Telecommunications (DoT) for sale/rent of International Roaming SIM Cards/ Global Calling Cards of foreign operators in India with the following terms and conditions:

**PART-1**      **General Conditions**

1. The company shall submit the application for issue/ renewal of 'No Objection Certificate' in the prescribed form (**Annexure-1 & 3**) along with the check-list. (**Annexure-2 & 4**)
2. **Eligibility:** The applicant must be an Indian company, registered under the Companies Act, 1956/ 2013 (as applicable).
3. The Applicant Company/Indian Promoters/Investing Companies including their holding companies shall comply with relevant provisions of extant FDI policy of the Government of India.
4. **Updation of Record:** Any changes in the information, as provided in the Application Form shall be intimated to the authority issuing the 'No Objection Certificate' under this policy within a period of 15 days, from the time such change takes place.
5. **Usage of Cards outside India:** The cards being offered to Indian Customers will be for use only outside India. However, if it is essential to activate the card for making test calls/emergent calls before the departure of customer and/or after the arrival of the customer, the same shall be permitted for forty-eight (48) hours only prior to departure from India and twenty-four (24) hours after arrival in India.
6. Such test calls/emergent calls made from India through these calling cards shall be international roaming calls.
7. **Documents required from customers:** For establishing the authenticity of the customer before selling/ renting such cards, copy of the passport of the customer including copy of valid visa and additional proof of identity (**PoI**) and proof of address (**PoA**) as per the prescribed document based PoI/ PoA process or alternate digital KYC process, for issuing new mobile connection as prescribed by DoT shall be obtained. However, for countries where visa is not required for Indian Nationals or where visa is issued on arrival to the Indian Nationals, in place of copy of valid visa, copy of valid travel ticket along with an undertaking from the customer mentioning the name of country/ places where he/she intends to visit shall be obtained.
8. **Monthly report to Security Agencies:** Complete details of such global cards (including the period) along with full particulars, including address of the person to whom the international roaming cards has been sold/rented, shall be provided to the designated security agencies on monthly basis as per list in **Annexure-6**. In case of no sale/ rent of such cards during the month, a 'Nil' report shall be submitted. A monthly report giving summary of information submitted to security agencies & DoT field units will be submitted to DoT as per **Annexure-7**.



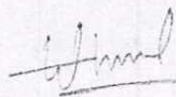
9. **Clearances by NOC holder:** All types of clearances from any agency like RBI / customs etc. will be duly taken by the company.
10. **Traffic routing:** The traffic originated in other country for termination in India will be routed through the valid ILD licensees/valid ILD gateways.
11. **Penalty:** The Company, selling/renting such SIM/Calling cards, shall ensure that the time limit of activation of such cards in India, as mentioned in Para (5) above, is adhered to, failing which the Company shall be liable to pay a fine of Rs.500/- (Rs. Five Hundred only) per hour for each SIM/Calling cards for every extra hour of activation.
12. **Annual return:** The NOC holder company shall submit 'Annual return' to DoT in the prescribed Performa (**Annexure-5**) within one month of completion of the financial year. In case of non-submission of 'Annual return' or non-compliance of the terms and conditions of the Policy, DoT may withdraw the NOC by a written notice to the NOC holder at its registered office.
13. **Procedure for NOC to Innovative solutions:** The procedure to be followed to issue NOC on such applications which propose to offer some APP based services or other innovative solutions shall be decided by DoT on case by case basis. The applicant company may be required to give presentation(s) or submit such other information as may be deemed necessary by DoT. The decision of DoT shall be final and binding on the applicant company.
14. **Suspension, Revocation of NOC:** The NOC can be suspended before the expiry of the validity period if, in the opinion of the DoT, it is necessary or expedient to do so in public interest or in the interest of the security of the State or for the proper conduct of the Telegraph. DoT may, without prejudice to any other remedy available for the breach of any conditions, by a written notice to the NOC holder at its registered office, withdraw the NOC. For this purpose, the DoT shall issue a show cause notice of 21 days to the NOC holder. If the DoT decides to withdraw the NOC, the same will be effective from the 61st calendar day from the date of issue of such withdrawal order. Provided further that the DoT shall not be responsible for any damage or loss caused or arisen out of aforesaid action.
15. The DoT or its authorized representative shall have right to access and inspect the sites/ offices used for providing the Service. The NOC holder shall provide the necessary facilities and cooperate with DoT or its authorized representative. The inspection will ordinarily be carried out after reasonable notice except in circumstances where giving such a notice will defeat the very purpose of the inspection.
16. The DoT or its authorized representative shall have right to seek documents/ information from the NOC holder company and the NOC holder company will provide the necessary documents/ information. The NOC holder shall preserve the customer records for at least one year from the month of acquisition of customer.
17. **Tenure/ Renewal:** The NOC shall be issued initially for a period of three years and shall be renewed on the request of the Company for a further period of three years at a time.



18. **Processing fee:** The applicant company shall pay a processing fee of Rs. 5,000/- (non-refundable) along with the application for issue/renewal of No Objection Certificate (NOC) through Non Tax Receipt Portal (NTRP) of Government of India, <https://bharatkosh.gov.in>. For details please visit <https://bharatkosh.gov.in/NTRPHome/UserGuide>. It may be noted that while making payments through NTRP, due care must be taken to make payments to Department of Telecommunications (DoT) only. Payments made to any other department/Ministry will not be taken into account. Please mention the purpose against which payment is made.
19. The application for renewal of NOC shall be submitted in the prescribed application form at least one month before expiry of the NOC.
20. The application for issue/renewal of NOC is to be submitted to the ADG (CS-IA), Department of Telecommunications, R.No. 1204, Sanchar Bhawan, 20 Ashoka Road, New Delhi-110 001.

#### **PART-2      Operating Conditions**

1. Tariff plan along with the terms and conditions, contact details in India and the visiting country should be provided at the time of handing over the SIM to the customer. Further, escalation Matrix with functional mobile numbers and email address of officers of the NOC holder should also be provided to the customer along with the Card being bought so that he can approach them in case of difficulty.
2. All applicable tariff rates should be available under the link 'Tariff Plans' and the Contact details should be displayed on the website under the link 'Contact us' on main page of website of NOC holder. Further, **for those NOC holders having websites**, they shall also provide on their website relevant links to the website of the Foreign service providers, to enable the consumer to know about the network coverage, customer complaint redressal system etc. Else, the NOC holder shall provide the website links of the foreign player to the customer at the time of selling/renting of the SIMs.
3. The NOC holder should ensure that upon reaching the country of destination, the consumer shall preferably be provided toll free customer care service by the foreign partner with whom the Indian NOC holder has commercial agreement. In case the toll free customer care service is not available, the consumer may be charged at local call rate.
4. The post-paid customers should be issued an itemized bill for chargeable or bundled free usage service in hard copy or electronic form which shall clearly bring out the following information:
  - (i) Date, time, pulse and actual rate of outgoing/ incoming calls and Date, time and actual rate of SMS usage.
  - (ii) Date, time, data used (Kilobytes) and rate charged for data usage



(iii) Any other type of usage.

5. In case of prepaid customers such details may be provided on request for a pre-determined reasonable fee.

6. The itemized bill shall be provided within reasonable time period of the date of culmination of the journey, which should be mentioned clearly in the T&C while selling/renting. If the journey is undertaken for a period exceeding 30 days, then the itemized bill shall be generated in 30 days' cycle from the date of the commencement of the journey and provided to customer within reasonable period as mentioned in the T&C.

7. The NOC holder shall inform the customer about the type of services offered (i.e. data service or voice service or combination of both) before selling/renting of these cards.

8. In case a consumer purchases a post-paid International SIM Card/Global Calling Card, the credit limit so fixed by the Foreign service provider be transparently informed to the consumer at the time of **selling/ renting** of the cards and later in advance prior to reaching the credit limit through SMS/USSD message. If the credit limit is breached the services should be barred till such time the customer deposits the necessary amount with the operator.

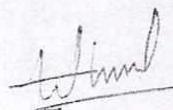
9. The NOC holder shall strengthen its Billing and consumer grievance redressal mechanism to *facilitate time* bound resolution of billing grievance by the operator within a period of 30 days.

10. The Customer care service the NOC holder company should be developed and offered preferably free of charge or at nominal charge (not more than applicable local call charges) which should be informed transparently to the customers. Further, the company shall keep record of the complaints received and the complaints resolved and shall be required to provide the same to DoT as and when asked to do so. However, in case of grievance against NOC holder, the PG cell of DoT field units can be approached by the customers.

11. The grievance redressal mechanism against NOC holders for sale/rent of Global Calling cards/International SIM cards shall be at par with the process being followed in respect of grievances against Indian TSPs. The grievance of the customer can be redressed through PG cell of DoT field units refunding the amount limited to amount charged from the customer.

12. The Appellate authority for handling grievance against NOC holder shall be DDG (Admn.), DGT HQ / DDG (PG), DOT HQ, who can be approached by the customers.

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GOVERNMENT OF INDIA  
MINISTRY OF COMMUNICATIONS  
DEPARTMENT OF TELECOMMUNICATIONS  
(CARRIER SERVICES CELL)  
SANCHAR BHAWAN, 20 ASHOKA ROAD, NEW DELHI-110 001.

**APPLICATION FOR ISSUE OF 'NO OBJECTION CERTIFICATE' (NOC) FOR SALE/RENT OF INTERNATIONAL ROAMING SIM CARDS/GLOBAL CALLING CARDS**

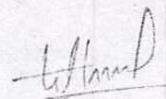
1. Name of Applicant Company: \_\_\_\_\_  
\_\_\_\_\_
2. Complete postal address with Telephone/FAX Nos./E-Mail  
i) Corporate Office \_\_\_\_\_  
ii) Registered Office \_\_\_\_\_  
\_\_\_\_\_
3. Address for correspondence with Telephone/FAX Nos./E-mail \_\_\_\_\_  
\_\_\_\_\_
4. Name of Authorised contact person, his designation, address and Telephone/FAX Nos./Email \_\_\_\_\_  
\_\_\_\_\_
5. Details of payment of processing Fee \_\_\_\_\_  
\_\_\_\_\_
6. Certified copy of Certificate of Registration along with Articles of Association and Memorandum of Understanding to be attached.  
(To be certified by the Certificate from Company Secretary/Statutory Auditor and countersigned by Director duly authorised by the company)
7. (a) Details of Promoters/Partners/Shareholder in the Company: The Promoters to be indicated.

S.No.	Name of Promoter / Partner/ Shareholder	Resident Indian	NRI	Equity %age.
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

(Complete break-up of 100% of equity must be given. Equity holding upto 5% of the total equity shared among various shareholders can be clubbed but Indian and Foreign equity must be separate.)

(b) Equity details

Indian \_\_\_\_\_



Foreign \_\_\_\_\_

Total \_\_\_\_\_

(Certificate from Company Secretary / Statutory Auditor countersigned by Director duly authorised by the company to be attached)

8. Power of Attorney by resolution of Board of Directors that the person signing the application is authorized signatory is to be attached.

9. Certified copy of the valid agreement between Applicant Company and foreign telecom company for the duration of the NOC duly certified by Company Secretary/Statutory Auditor and countersigned by Director duly authorised by the company is to be attached.

10. Procedure of making the calls/ data sessions (in case of data cards with no voice calling) from any country including a list of codes being used for making calls/ data sessions (in case of data cards with no voice calling) from various countries duly signed by Director duly authorised by the company is to be attached.

**Certificate:**

(I) I hereby certify that I have carefully read the policy for issue of 'No Objection Certificate' (NOC) for sale/rent of International Roaming SIM Cards/Global Calling Cards. I undertake to fully comply with the terms and conditions therein.

(II) I understand that this application if found incomplete in any respect and/or if found with conditional compliance or not accompanied with the processing fee shall be summarily rejected.

(III) I understand that the processing fee is non-refundable irrespective of any reason whatsoever.

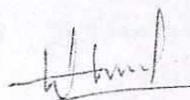
(IV) I understand that all matters relating to the application or NOC if issued to me will be subject to jurisdiction of courts in Delhi / New Delhi only.

(V) I understand that if at any time any averments made or information furnished for obtaining the 'No Objection Certificate' is found incorrect then my application and the 'No Objection Certificate' if issued thereto on the basis of such application shall be withdrawn.

(VI) I understand that DoT reserves the right to modify at any time the terms and conditions of the NOC, if in the opinion of the DoT it is necessary or expedient to do so in public interest or in the interest of the security of the State or for proper conduct of the Telegraphs. Any changes/ modification in the Policy shall be applicable and enforceable unconditionally and unequivocally to the NOC holder company. The decision of the DoT shall be final and binding in this regard.

Date  
Place

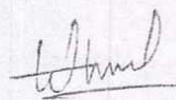
Signature and name of the Authorised Signatory  
(Company's seal)



Annexure-2

**Check List to be attached with the application for issue of 'No Objection Certificate' (NOC) for sale/rent of International Roaming SIM Cards/Global Calling Cards**

S.No.	Particulars	Status	Remarks
1.	Application form in prescribed format.		
	Corporate Office address/ Registered Office address given along with address for correspondence with Telephone / FAX / Email and Name of Authorized contact person, his designation, address and Telephone/FAX No./Email.		
2.	Processing fee as prescribed.		
3.	Certified copy of 'Certificate of Registration' along with AoA & MoA duly certified by Company Secretary / Statutory Auditor and countersigned by the Director duly authorised by the company.		
4.	a) Details of Promoters / Partners /Shareholders in the Company provided in the format prescribed as given in application form.		
	b) Equity details of Indian & Foreign (Certified by Company Secretary/Statutory auditor and duly counter signed by Director duly authorised by the Company).		
5.	a) Power of Attorney by resolution of Board of Directors that the person signing the application is authorized signatory. Such resolution should be signed with stamp by a Director but not by authorized signatory himself clearly mentioning the name of the Director signing the document.		
	b) Signature of the authorized signatory should be attested by any of the other Director of the company or company Secretary as the case may be.		
6.	Certified copy of the valid agreement between applicant company and foreign telecom companies for the duration of the NOC duly certified by Company Secretary/Statutory Auditor and countersigned by the Director duly authorised by the Company.		
7.	Procedure of making the calls/ data sessions (in case of data cards with no calling) from any country including a list of codes being used for making calls/ data sessions (in case of data cards with no calling) from various countries signed by the Director duly authorised by the Company.		



GOVERNMENT OF INDIA  
 MINISTRY OF COMMUNICATIONS  
 DEPARTMENT OF TELECOMMUNICATIONS  
 (CARRIER SERVICES CELL)  
 SANCHAR BHAWAN, 20 ASHOKA ROAD, NEW DELHI-110 001.

**APPLICATION FOR RENEWAL OF 'NO OBJECTION CERTIFICATE' (NOC) FOR SALE/RENT OF INTERNATIONAL ROAMING SIM CARDS/GLOBAL CALLING CARDS**

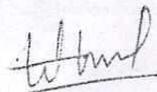
1. Name of Applicant Company: \_\_\_\_\_
  2. Complete postal address with Telephone/FAX Nos./E-Mail  
 i) Corporate Office \_\_\_\_\_  
 ii) Registered Office \_\_\_\_\_
  3. Address for correspondence with Telephone/FAX Nos./E-mail  
 \_\_\_\_\_  
 \_\_\_\_\_
  4. Name of Authorised contact person, his designation, address and Telephone/FAX Nos./Email  
 \_\_\_\_\_  
 \_\_\_\_\_
  5. Details of payment of processing Fee  
 \_\_\_\_\_
  6. (a) Details of Promoters/Partners/Shareholder in the Company: The Promoters to be indicated.
- | S.No. | Name of Promoter / Partner/ Shareholder | Resident Indian /NRI/ Foreign | Equity %age. |
|-------|---|-------------------------------|--------------|
| _____ | _____                                   | _____                         | _____        |
| _____ | _____                                   | _____                         | _____        |

(Complete break-up of 100% of equity must be given. Equity holding upto 5% of the total equity shared among various shareholders can be clubbed but Indian and Foreign equity must be separate.)

(b) Equity details

Indian \_\_\_\_\_  
 Foreign \_\_\_\_\_  
 Total \_\_\_\_\_

(Certificate from Company Secretary / Statutory Auditor countersigned by Director duly authorised by the company to be attached)



7. Power of Attorney by resolution of Board of Directors that the person signing the application is authorized signatory is to be attached.

8. Certified copy of the valid agreement between Applicant Company and foreign telecom companies for the duration of the renewal of NOC duly certified by Company Secretary/Statuary Auditor and countersigned by the Director duly authorised by the company is to be attached.

9. Procedure of making the calls/ data sessions (in case of data cards with no voice calling) from any country including a list of codes being used for making calls/ data sessions (in case of data cards with no voice calling) from various countries duly signed by Director duly authorised by the company is to be attached.

10. Compliance against the terms and conditions of Clause-8 of Part-1, General Conditions of the Revised NOC policy regarding proof of sending complete details to the designated security agencies is to be attached.

**Certificate:**

(I) I hereby certify that I have carefully read the policy for renewal of 'No Objection Certificate' (NOC) for sale/rent of International Roaming SIM Cards/Global Calling Cards. I undertake to fully comply with the terms and conditions therein.

(II) I understand that this application if found incomplete in any respect and/or if found with conditional compliance or not accompanied with the processing fee shall be summarily rejected.

(III) I understand that the processing fee is non-refundable irrespective of any reason whatsoever.

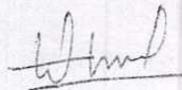
(IV) I understand that all matters relating to the application or Renewal of NOC if issued to me will be subject to jurisdiction of courts in Delhi / New Delhi only.

(V) I understand that if at any time any averments made or information furnished for obtaining the 'No Objection Certificate' or Renewal of NOC is found incorrect then my application and the 'No Objection Certificate' or Renewal of NOC if issued thereto on the basis of such application shall be withdrawn.

(VI) I understand that DoT reserves the right to modify at any time the terms and conditions of the NOC, if in the opinion of the DoT it is necessary or expedient to do so in public interest or in the interest of the security of the State or for proper conduct of the Telegraphs. Any changes/ modification in the Policy shall be applicable and enforceable unconditionally and unequivocally to the NOC holder company. The decision of the DoT shall be final and binding in this regard.

Date  
Place

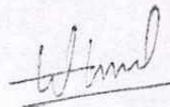
Signature and name of the Authorised Signatory  
(Company's seal)



Annexure-4

Check List to be attached with the application for renewal of 'No Objection Certificate' (NOC)  
for sale/rent of International Roaming SIM Cards/Global Calling Cards

S. No.	Particulars	Status	Remarks
1.	Application form in prescribed format.		
	Corporate Office address/ Registered Office address given along with address for correspondence with Telephone / FAX / Email and Name of Authorized contact person, his designation, address and Telephone/FAX No./Email.		
2.	Processing fee as prescribed.		
3.	Compliance against the terms and conditions of Clause- 7 & 8, Part-1, General conditions, of the NOC policy regarding proof of sending complete details to the designated security agencies.		
4.	a) Details of Promoters / Partners /Shareholders in the Company provided in the format prescribed as given in application form.		
	b) Equity details of Indian & Foreign (Certified by Company Secretary/Statutory auditor and duly counter signed by Director duly authorised by the Company).		
5.	a) Power of Attorney by resolution of Board of Directors that the person signing the application is authorized signatory. Such resolution should be signed with stamp by a Director but not by authorized signatory himself clearly mentioning the name of the Director signing the document.		
	b) Signature of the authorized signatory should be attested by any of the other Director of the company or company Secretary as the case may be.		
6.	Certified copy of the valid agreement between applicant company and foreign telecom companies for the duration of the NOC duly certified by Company Secretary/Statutory Auditor and countersigned by the Director duly authorised by the Company.		
7.	Procedure of making the calls/ data sessions (in case of data cards with no calling) from any country including a list of codes being used for making calls/ data sessions (in case of data cards with no calling) from various countries signed by the Director duly authorised by the Company.		



**Performa of 'Annual return' to be submitted within one month of completion of the financial year by the NOC holder company**

**(To be submitted on the Company letter head)**

Letter No.:.....

To,  
ADG (CS-IA),  
Department of Telecommunications,  
Room No. 1204, Sanchar Bhawan,  
20, Ashoka Road,  
New Delhi-110 001

**Subject: Submission of Annual return for the financial year ..... (20xx-20yy).**

This is in reference to the NOC issued/ renewed by Department of Telecommunications (DoT) to M/s .....(name of the Company) for sale / rent of International Roaming SIM Cards / Global Calling Cards of foreign operators in India vide letter No.....dated .....

In this regard it is hereby certified for the financial year ..... (20xx-20yy) that:-

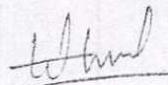
1. The company ..... (name of the Company) has complied with all the terms and conditions of the Policy of issue of NOC and the terms and conditions of the NOC issued to the company.
2. Complete details of global cards (including the period) along with full particulars, including address of the person to whom the international roaming cards were sold/rented, were provided to all the designated security agencies periodically on monthly basis. In case of no sale/ rent of such cards during the month, a 'Nil' report has been submitted.

**Certificate:**

- (I) I hereby certify that the averments made above are true to the best of my knowledge and nothing material has been concealed or is false.
- (II) I undertake to submit the proof of sending complete details to all the designated security agencies on monthly basis as per the Policy at the time of submission of application for renewal of NOC.
- (III) I understand that if at any time any averments made or information furnished by the company is found incorrect then DoT may withdraw the NOC by a written notice to the NOC holder company at its registered office without prejudice to any other remedy available for the breach of any terms and conditions of the Policy or NOC granted to the Company.

Date  
Place

Signature and name of the Authorised Signatory  
(Company's seal)

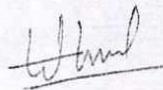


List of Designated Security Agencies Central

1. Director Intelligence Bureau, MHA  
Gate No. 7, North Block, New Delhi-110001
2. Director General Narcotics Control Bureau,  
West Block, R.K. Puram, New Delhi-110066
3. Director General Directorate of Enforcement,  
Lok Nayak Bhawan, 6<sup>th</sup> Floor, Khan Market, New Delhi-110003.
4. Member (Investigation), Central Board of Direct Taxes,  
Department of Revenue, North Block, New Delhi-110001
5. Director General, Directorate of Revenue Intelligence,  
7<sup>th</sup> Floor, 'D' Block, I.P. Estate, New Delhi- 110 002.
6. Director, Central Bureau Investigations,  
Block No. 3, Lodhi Road, New Delhi-110 003.
7. Director General, National Investigation Agency, New Delhi.  
4<sup>th</sup>Floor, CGO Complex, New Delhi-110 003.
8. Director Research & Analysis Wing (R&AW),  
Paryavaran Bhawan, CGO, R.No 1001,  
B-2 Wing, 10<sup>th</sup> Floor, Lodhi Road-110 003
9. Directorate of Signal Intelligence, Ministry of Defence-for  
Jammu & Kashmir, North East and Assam service areas only.

**State**

10. Director General of Police of concerned State/Commissioner of Police, Delhi for Delhi  
Metro City Service area only.



Annexure-7

To  
The Assistant Director General (CS-I A)  
Room No: 1204, Deptt. of Telecom,  
Sanchar Bhawan, 20, Ashoka Road, New Delhi-110001.

**Sub:** Details of sale/ rent of International Roaming SIM Cards/ Global Calling Cards of foreign operators.

The following information, in compliance of clause 7&8, Part-1, General Conditions of NOC, has been sent to the below mentioned designated security agencies and respective DoT field units, along with a soft copy containing complete details of the subscribers, SIM Cards / Global Calling Cards sold/ rented, period of activation & use etc. One copy of the same is also submitted to you.

Company Name..... NOC No. and date .....

S. No.	Name and address of the security agency	Details sent for the Month of	Date of sending details	Proof of sending details attached
1.	Director Intelligence Bureau, MHA			
2.	Director General Narcotics Control Bureau			
3.	Director General of Enforcement			
4.	Member (Investigation), Central Board of Direct Taxes			
5.	Director General, Revenue Intelligence			
6.	Director, Central Bureau of Investigation			
7.	Director General National Investigation Agency			
8.	Director Research and Analysis Wing			
9.	Directorate of Signal Intelligence, MoD			
10.	Director General of Police of concerned State/Commissioner of Police, Delhi for Delhi Metro City Service area only.			
11.	Concerned LSA unit of DoT of the Respective Circle (State)			

Further, the information w.r.t. foreign company and Number of SIM Cards/Calling Calls/ Data Cards sold and rented is as furnished below:

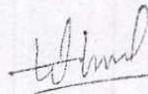
1	Name and address of all the foreign company with whom the Agreement has been done along with validity period.	
2	Number of SIM Cards/ Global Calling Calls sold and rented in the month of _____, Year _____	

The above information is true and correct to the best of my knowledge.

Name & Signature of Authorized Signatory

Date and Seal of the Company

NOC for sale/rent of International SIM/GCC-14<sup>th</sup> January 2022



Page 14 of 14

Annexure - III

Government of India  
Ministry of Communications  
Department of Telecommunications  
Sanchar Bhawan, 20-Ashoka Road, New Delhi - 110 001.  
(Carrier Services Cell)

Consultation Paper  
on  
'Policy for Issuance/Renewal of NOC for Import/Sale in India, of  
SIM/eSIM cards (or chips) of Foreign Telecom Service Providers,  
for use in M2M/ IoT devices/products meant for export only'

Written Comments on the Consultation Paper are invited from the stakeholders latest by 17:00hrs on 8<sup>th</sup> May 2023. The comments may be sent, preferably in electronic form, to Shri S. L. Meena, Director (CS-I), on the email ID [dircs1-dot@nic.in](mailto:dircs1-dot@nic.in). For any clarification/information, Shri S. L. Meena, Director (CS-I), may be contacted at Telephone No. +91-11-23710243, Cell:9868394499

## 1. Introduction

- a. M2M technology is creating significant opportunities and has a proven potential of revolutionizing the performance of various verticals of different sectors, businesses, and services, by providing automation and intelligence to the end devices. With the ability to tap into a device's data stream on an ongoing basis, it is possible to track and service a device throughout its entire lifecycle from the assembly line to the recycling heap, leading to a redefinition of customer relationships and business operations. In all, M2M technology has the potential to unleash significant productivity gains and economic growth, unlike any previous technology wave.
- b. The International Telecommunication Union (ITU-T) has defined Internet of things (IoT) as "Global infrastructure for the information society, enabling advanced services by interconnecting (physical and virtual) things based on existing and evolving interoperable information and communication technologies. Through the exploitation of identification, data capture, processing, and communication capabilities, the IoT makes full use of things to offer services to all kinds of applications, whilst ensuring that security and privacy requirements are fulfilled".
- c. Subscriber Identity Modules (SIMs) for the purposes of M2M/IoT communication are embedded (integrated/soldered) at the point of manufacturing in order to achieve the standard physical and environmental requirements and are deployed in domestic and/or international market.
- d. There are certain Indian manufacturers who are exporting their products to the International market. Such manufacturers are seeking foreign SIMs to be provided to them in India itself for integration into their products for IoT/M2M services for use outside India.
- e. Requests have been received in DoT for Provision to be made for sale of foreign operator's SIMs for IoT/M2M under the DOT's No Objection certificate (NOC) policy for sale of foreign operator's SIMs.
  - i) At present DOT issues a No Objection Certificate allowing for sale in India of International Roaming SIM cards of foreign operators for use outside the country. The cards being offered to Indian customers are for use only outside India.
  - ii) The NOC mandates the seller to collect information of the subscribers including the Passport details as well as details of the Visa issued to the individual for travel to another country
  - iii) The DOT policy also has a provision for NOC for innovative solutions but it specifies that it would be issued on case-to-case basis.
- f. The existing policy (available at <https://dot.gov.in/sites/default/files/Revised%20NOC%20Policy.pdf?>

download=1 ) issued on 14.01.2022 is for issue/renewal of No Objection Certificate (**NOC**) for sale/rent of international roaming SIM cards/ Global Calling Cards of Foreign Operators in India. The cards being offered under this policy to Indian customers are for use only outside India. For establishing the authenticity of the customer before selling/ renting such cards, copy of the passport of the customer including copy of valid visa and additional proof of identity (**Pol**) and proof of address (**PoA**) as per the prescribed document based Pol/ PoA process or alternate digital KYC process, for issuing new mobile connection as prescribed by DoT shall be obtained.

- g. The new requirements received are for NOC for Import/sale of Foreign operator SIM cards for testing and/or use in Internet of Things (**IoT**) and Machine to Machine (**M2M**) products which are meant for export purpose. There are practical difficulties in fitting this use case under the existing NOC policy, particularly in KYC and compliance requirements. Therefore, a separate Policy for Issue/Renewal of NOC for Import/Sale in India, of SIM/eSIM cards (or chips) of Foreign Telecom Service Providers, for use in M2M/ IoT devices/products meant for export only is proposed by DoT.

## **2. Issues involved:**

- a. Under the eligibility criteria of existing NOC policy for sale/rent of international roaming SIM cards, applicant companies should be registered under the Companies Act-1956/ 2013. Companies registered under the Limited Liabilities Partnership (LLP) Act-2008 or Shop and establishment acts are not eligible.
- b. Usage of SIM/eSIM cards (or chips) outside India: The SIM/eSIM cards (or chips) to be imported/offered to Indian Manufacturers/ Service Providers shall be for use only outside India. However, there may be need for sample/demo/proto type test while in India.
- c. Custody of SIM/eSIM Cards (or Chips): Custodian of the cards (or chips) till export of the devices/products containing these cards (or chips) has to be fixed. The custodian shall be responsible for safe-keeping and misuse, if any, till the devices/products containing SIM/eSIMs cards (or chips) are exported out of India.
- d. Penalty for non-compliance: The NOC-holders may be required to submit periodic reports (Monthly/Annual) to DoT and/or Law Enforcement Agencies/police. The NOC-holders will also be required to strictly comply to usage guidelines (use only outside india). To discourage wilful defaults, certain penalties in proportion of delay time in compliance will be required to be fixed.
- e. There may be certain Indian industries/ manufactures/ M2M Service providers who want to embed/fit SIM/eSIM cards (or chips) of Foreign Telecom Service Providers in their M2M/IoT devices/products meant for

export purpose only. Alternately, there may be a M2M Service Provider or other entity who wants to import and sell such SIM/eSIM cards (or chips) in India to other manufacturers/M2M service providers for the above stated purpose.

**3. Issues for consultation:**

- a. Whether firms registered under LLP-2008 and proprietors registered under Shop & Establishments Acts also be allowed to apply for NOC?
- b. Whether activation of SIMs is required while in India for sample/function/prototype testing? If yes, what should be the maximum /percentage quantity and duration that should be allowed? Justification may be given.
- c. Who should be the custodian of the SIMs till export of the products i.e. NOC holder or manufacturer company that embed/fits the SIMs in their products?
- d. Whether penalties should be imposed for non-compliance of terms of NOC? If yes, specify amount/formulae? If not, how to ensure compliance?
- e. Whether manufacturers who want to embed/fit the foreign SIMs in their products, would prefer obtaining NOC for themselves or would like to buy it from other NOC holders?
- f. Give your comments on any related matter that is not covered in this Consultation Paper.

## LIST OF ACRONYMS

<b>Acronyms</b>	<b>Description</b>
3GPP	3rd Generation Partnership Project
5G	Fifth generation
CII	Confederation of Indian Industries
DoT	Department of Telecom
eSIM	Embedded Subscriber Identity Module
eUICC	Embedded Universal Integrated Circuit Card
GCC	Global Calling Cards
GSM	Global System for Mobile Communications
GSMA	Global System for Mobile Communications Association
ICCID	Integrated Circuit Card Identification
IMSI	International Mobile Subscriber Identity
IoT	Internet of Things
ITU	International Telecommunication Union
KYC	Know Your Customer
LLP	Limited Liability Protection
LoRa WAN	Long Range Wide Area Network
LPG	Liberalisation, Privatisation and Globalisation
M2M	Machine-To-Machine
M2MSP	M2M Service Providers
MNO	Mobile Network Operator
MSISDN	Mobile Station International Subscriber Directory Number
NDCP	National Digital Communication Policy
NEP	New Economic Policy
NOC	No Objection Certificate
OTA	Over-the-Air
PoA	Proof Of Address
PoI	Proof Of Identity

RBI	Reserve Bank of India
RFID	Radio Frequency Identification
SIM	Subscriber Identity Module
TRAI	Telecom Regulatory Authority of India
TSP	Telecom Service Provider
VISA	Visitors International Stay Admission
Wi-Fi	Wireless Fidelity
WLAN	Wireless-Local Area Network
WPAN	Wireless Personal Area Network