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TELECOM REGULATORY AUTHORITY OF INDIA

NOTIFICATION

New Delhi, 21st September, 2026

TELECOM CONSUMERS PROTECTION (THIRTEENTH AMENDMENT) REGULATIONS, 2026

(6 OF 2026)

No. RG-8/(2)/2025-ADV_FEA-I ---- In exercise of the powers conferred upon it under section 36, read with sub-clauses (i) and (v) of clause (b) of sub-section (1) of section 11, of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997), the Telecom Regulatory Authority of India hereby makes the following regulations further to amend the Telecom Consumers Protection Regulations, 2012 (2 of 2012), namely:-

1. **Short title and commencement**--- (1) These regulations may be called the Telecom Consumers Protection (Thirteenth Amendment) Regulations, 2026.

   (2) They shall come into force after thirty days from the date of their publication in the Official Gazette.

2. In regulation 4 of the Telecom Consumers Protection Regulations, 2012, in sub-regulation (2), in clause (c), in sub-clause (iii), for the fourth proviso, the following proviso shall be substituted, namely–

   "Provided also that the service provider shall offer Special Tariff Vouchers (STVs) with appropriate reduction in tariff, exclusively for Voice and SMS for:

   (i) validities corresponding to each validity period of thirty days and less than thirty days for STV being offered for Voice, SMS and data, whether with or without value added services and;

   (ii) validity renewable on the same date of every month and if the date of such renewal is not available in a month, the date of renewal shall be the last date of that month and;

   (iii) at least one STV with validity more than (i) and (ii) above, corresponding to the validity period of STVs being offered for Voice, SMS and data, whether with or without value added services."

21/09/2026

(Harinder Kumar)
Secretary

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Note.1. - The Telecom Consumers Protection Regulations, 2012 were published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 6th January, 2012 vide notification number No. 308-5/2011- QOS dated the 6th January, 2012.

Note.2. – The Telecom Consumers Protection Regulations, 2012 were amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 11th January, 2012.

Note.3. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 21st February, 2012.

Note.4. - The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 7th March, 2012.

Note.5. -The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 22nd October, 2012.

Note.6. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 27th November, 2012.

Note.7. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-5/2011-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 21st February, 2013.

Note.8. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-3/2012-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 3rd December, 2013.

Note.9. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.308-1/2015-QOS and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 7th August, 2015.

Note.10. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.301-23/2015-F&EA and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 16th October, 2015.

Note.11. – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No.301-7(2)/2015- F&EA and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 19th August, 2016.

Note. 12.- The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No. 301-20/2020-F&EA and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 30th September, 2020.

Note.13 – The Telecom Consumers Protection Regulations, 2012 were further amended vide Notification No. RG-13/1/(1)/2023-ADV_ FEA-I and published in the Gazette of India, Extraordinary, Part III, Section 4 dated the 23rd December, 2024.

Note 14.- The Explanatory Memorandum explains the objects and reasons of the Telecom Consumers Protection (Thirteenth Amendment) Regulations, 2026 (6 of 2026).

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Explanatory Memorandum

Introduction and Background

1. Telecom Regulatory Authority of India, through the Twelfth Amendment to the Telecom Consumer Protection Regulations, 2012, (the principal regulation) dated 23.12.2024 inserted the following proviso, after the third proviso, in sub-clause (iii) under clause (c) of sub-regulation (2) of regulation 4:-

   "Provided also that the service provider shall offer at least one Special Tariff Voucher exclusively for Voice and SMS with validity period not exceeding three hundred and sixty-five days."

2. The said provision sought to give consumers an option to avail and pay only for the services they require. In particular, it was intended to address the requirements of consumers such as the elderly persons, those living in rural areas and feature phone users seeking only voice and SMS services in their subscription.

3. Telecom Service Providers (TSPs) have introduced one/two Special Tariff Vouchers (STVs) exclusively for Voice and SMS. However, it is observed that STVs are being offered with longer validities viz. 80/84 days and/or 336/365 days, and shorter validity Voice-and-SMS-only STVs have not been launched by any TSP.

4. It was also observed that, while introducing these Voice-and-SMS-only STVs, TSPs initially did not offer reasonable or commensurate reduction in prices, even though data services were excluded. This situation reduced the intended benefit to consumers. However, the TSPs reduced the price of these STVs reasonably after public discontent.

5. After the introduction of these Voice-and-SMS-only STVs, several concerns and representations from consumers and their associations have been received by the Authority, expressing a need for shorter-duration Voice-and-SMS-only STVs.

6. The key concerns are summarized below:

   - Low-income consumers are being deprived of affordable shorter duration choices. Low-income consumers, especially those living in rural areas or using feature phones, require shorter validity STVs so that the recharge amounts do not strain their finances.

   - The existing STVs are being offered in only two options of approximately quarterly and yearly validities. These higher validity STVs require relatively higher one-time payment, which may be challenging for the low-income consumers.

   - Whereas the STVs with Voice, SMS and data are offered with many validity options, Voice-and-SMS-only STVs are offered with limited choices. Consumers who do not use data have limited choices available and are placed at a disadvantageous position. This goes against the objective of ensuring fair, equal and non-discriminatory choices for all consumers.

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Consultation on Draft Telecom Consumer Protection (Thirteenth Amendment) Regulations, 2026

7. It is observed that, while TSPs offer STVs with Voice, SMS and data across multiple validity periods, corresponding options exclusively for Voice and SMS are not always made available for the same validities. As a result, consumers who do not require data have limited choices and are often compelled to purchase bundled packs containing data. The Authority is of the view that the TSPs have not implemented the TCPR (Twelfth Amendment) in its true spirit and the outcomes are not commensurate with consumer expectations.

8. The Authority issued the draft Telecom Consumer Protection (Thirteenth Amendment) Regulations on 7th April 2026. The draft proposed to modify fourth proviso of sub-clause (iii) of clause (c) of sub-regulation (2) of regulation 4 of the principal regulations, as follows:

> *"Provided also that the service provider shall offer Special Tariff Vouchers, exclusively for Voice and SMS, with the validity period corresponding to the each validity period of Special Tariff Vouchers being offered by them for Voice, SMS and data, whether with or without value added services.*
>
> *Such Voice and SMS Special Tariff Vouchers shall be priced with largely proportional reduction in tariff compared to Special Tariff Vouchers of corresponding validity with Voice, SMS and data."*

9. The stakeholders were invited to submit their comments on the proposed draft Amendment by 28th April 2026. Subsequently, based on requests received from the stakeholders, the last date for submission of comments was extended up to 5th May 2026. The stakeholders were also invited to submit the counter comments by 12th May 2026.

10. In response to the proposed draft Amendment, comments and counter comments were received from various stakeholders viz. telecom service providers, associations, consumer advocacy groups and other stakeholders. A total of 1132 responses were received from stakeholders. In addition, an Open House Discussion (OHD) was held on 15th June 2026 to provide the stakeholders' an opportunity to explain their views and inputs.

Examination of Responses and Telecom Consumer Protection (Thirteenth Amendment) Regulations, 2026

11. The comments received from stakeholders on the proposed draft Amendment have been carefully considered by the Authority.

12. In support of the draft Telecom Consumer Protection (Thirteenth Amendment) Regulations, many stakeholders have mentioned that Voice-and-SMS-only STVs were offered in limited numbers, while bundled STVs provided a wide range of validity options, constraining consumer choice. Customers are often compelled to purchase STVs bundled with data that they do not need.

13. The stakeholders who are in favour of the draft Amendment have stated that the regulation recognises the existence of consumer segments that may not be able to afford higher price STVs, as well as users who continue to use feature phones and therefore may not require data services. The stakeholders have stated that consumers

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should have the freedom to choose the service combination that best aligns with their needs, usage patterns, and affordability. They have also stated that tariffs must be transparent and fair.

14. On the other hand, some stakeholders have argued that there is no demand for Voice-and-SMS-only STVs. If sufficient demand existed for these STVS across all validity periods, service providers would already be offering them in a competitive market. They also stated that the Government of India's Digital Inclusion initiatives are explicitly built on data connectivity. Furthermore, essential services like telemedicine, financial inclusion, remote education, and agricultural advisories all require data access. Also, the stakeholders have mentioned that there are consumer complaints for lack of data in the Voice-and-SMS-only STVs already made available in the market.

15. The Authority has examined the comments and is of the view that limited uptake of Voice-and-SMS-only STVs is a reflection of a gap in the current market offerings rather than a lack of consumer demand. Further, it is also observed that the Voice-and-SMS-only STVs are not being prominently published or displayed by TSPs at all customer touchpoints such as websites, apps, retail outlets, etc., leading to low consumer awareness and lower uptake. The argument for digital inclusion cannot justify coercive sale of data to consumers who do not need it. Digital inclusion is to be achieved by skilling, educating and enabling the consumers to voluntarily adopt digital transactions.

16. Further, it is observed that the available options for Voice-and-SMS-only STVs offer only a few validity periods, and that they are predominantly offered for longer validity periods. This restricts choice for budget-conscious consumers who require Voice and SMS services only for shorter durations. It reduces flexibility in selecting STVs based on actual usage needs and affordability. The market trends also indicate multiple tariff offerings, which are available with shorter validity periods. This shows a marked consumer preference for shorter validity periods. Therefore, the Authority is of the view that expanding Voice-and-SMS-only STVs across more validities is essential to provide greater flexibility to consumers to match with their usage patterns. This view is further validated by responses received on the draft consultation and deliberations held during the OHD, which confirm robust consumer demand for flexible, standalone Voice-and-SMS-only options for more validity periods than are being offered at present by the TSPs, particularly for the shorter validity periods.

17. The Authority is of the view that consumers must be given the flexibility to choose digital services based on their individual needs, usage patterns, and preferences. Therefore, data services may be offered as per consumer choice rather than forced on users. The Authority also notes that digital services are available through alternative modes for users with limited or no access to mobile data. For example, UPI transactions can be carried out on feature phones through Unstructured Supplementary Service Data (USSD) based services without requiring mobile internet. Hence, mandating a data component in every STV may increase the cost burden on users who do not require or regularly use mobile data services.

18. Some stakeholders have mentioned that availability of telecom service at affordable prices already meets the needs of low-income consumers effectively. A wide range of bundled prepaid packs, available across various price points, ensures both accessibility and affordability while offering significantly greater value than purchasing individual services separately.

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19. In this regard, the Authority is of the view that the introduction of Voice-and-SMS-only STVs is intended to supplement, and not to replace, the existing bundled offerings comprising Voice, SMS, and data services. Consumers who prefer bundled packs will continue to have the flexibility to avail such offerings freely. Availability of such options would strengthen inclusivity and ensure that diverse consumer segments are able to access telecom services in a manner suited to their needs and usage patterns.

20. A few stakeholders argued that TRAI must duly balance consumer interests with the financial health and business viability of TSPs. Ensuring adequate returns on investment is essential for the sector to sustain operations, expand networks, and innovate for the future.

21. It is acknowledged that maintaining the financial health and long-term sustainability of TSPs is an important consideration for ensuring continued investment, network expansion, technological advancement, and overall sector growth. At the same time, regulatory decisions are required to balance commercial interests with consumer interests and meaningful choices. The telecom sector serves a large and diverse consumer base with varying usage requirements, and consumers should have access to adequate and meaningful choices. Accordingly, the Authority is of the view that adequate tariff options should be available to meet the diverse needs and usage requirements of consumers.

22. Some stakeholders stated that Voice-and-SMS-only STVs with lower validity and lower price points would attract unregistered telemarketers, engaged in bulk voice calling and fraudulent operations as it risks incentivizing the spammers. Such STVs could encourage use-and-throw SIM usage and increase unsolicited commercial communications (UCC).

23. The concern regarding a potential increase in spam or unsolicited commercial communications due to introduction of Voice-and-SMS-only STVs is misplaced. While the existing regulatory and technological frameworks already provide robust safeguards against the misuse of telecom resources, current anti-UCC provisions explicitly outline mechanisms to detect, prevent, monitor, and address spam or fraudulent activity. TSPs have also deployed advanced, analytics-driven spam detection systems to identify abnormal calling patterns, bulk calling behaviours and suspected misuse. Availability of Voice-and-SMS-only STVs is intended to address the needs of genuine consumers seeking affordable and limited-service options and should not be viewed as a relaxation of existing compliance requirements.

24. Some stakeholders have argued that the draft Amendment effectively amounts to de-facto retail price control and component-wise pricing, and that is a departure from TRAI's long-standing approach of tariff forbearance that has long delivered both low prices and continuous innovation.

25. The proposed Amendment does not amount to tariff fixation or component-wise pricing, as it neither notifies prices nor restricts the commercial flexibility of TSPs. In the current forbearance regime, TSPs have been given flexibility of pricing, however, the protection of consumer interests by ensuring adequate choice and availability in market offerings remains important. As such, mandating availability of suitable options does not infringe upon tariff-setting freedom. Further, protecting consumer interest is a core statutory objective of the Authority making this Amendment consistent with its mandate.

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26. One stakeholder stated that imposing proportional reductions could force operators to raise bundled pack prices to maintain margins or withdraw short-validity bundled packs to manage regulatory complexity, ultimately harming consumers. Voice-and-SMS-only STVs proportionally cheaper than bundled packs would reduce revenue without reducing underlying network cost. The harm will be most acute in rural and semi-urban areas, where profitability is already limited and network expansion remains financially challenging, also lower-priced Voice-and-SMS-only STVs will draw customers away from data packs, reduce site-level revenues, and weaken incentives to upgrade or extend networks in low-income and sparsely populated regions.

27. It is noted in this context that TSPs are offering STVs in a competitive market and strong consumer demand is expected to counter any withdrawal of popular offers. The Authority is therefore of the view that choice between Voice-and-SMS-only STV and STV bundled with data should be available to the consumers. TSPs have the flexibility to determine tariffs based on their commercial strategies, prevailing market conditions, consumer demand, and competitive considerations. Site-level revenues are a product of consumer density and usage; and consumer preferences influencing the usage need to be appropriately factored in while assessing the site-level revenue. However, making consumers who do not use data to pay for data appears to cross-subsidize data cost of those who consume data.

28. After considering the comments and counter-comments received during the consultation process, the Authority is of the view that low-income consumers have limited access to affordable recharge options that suit their needs. Many such consumers, particularly those living in rural areas and using feature phones, primarily require Voice and SMS services and have little or no need for data services.

29. At present, only a few Voice-and-SMS-only STVs are being offered, that too with longer validities viz. 80/84 days and/or 336/365 days. These STVs require a relatively higher one-time payment, which may not be affordable or convenient for low-income consumers. As a result, they may either have to purchase STVs with data that they do not require or spend a higher amount at one time to continue using the telecom services that they actually require.

30. Therefore, the Authority considers that there is a need to introduce Voice-and-SMS-only STVs with shorter validity periods. This will provide low-income consumers with more options, allow them to recharge according to their requirements and financial capacity, and improve consumer choice for consumers preferring not to use bundled data STVs.

31. Some stakeholders stated that mandating Voice-and-SMS-only STVs for every validity period may increase the number of tariff options, leading to confusion for consumers and reducing the flexibility of service providers in designing tariff offers based on market demand. The Authority has considered these submissions and is of the view while consumers require access to a reasonable range of validity options, mandating one-to-one correspondence with all bundled packs does not appear necessary. At the same time, the Authority notes that low-income consumers, senior citizens, and consumers with limited data requirements generally prefer shorter validity STVs due to their affordability and their respective usage patterns. The validities mandated vide Telecommunication Tariff Order (66^{th} and 67^{th} Amendments) are also to be considered in this context.

32. Therefore, the Authority has after considering the issue carefully, decided that every service provider shall offer

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Voice-and-SMS-only STVs in consonance with the validities specified vide said TTO Amendments, i.e., thirty days and renewable on the same date of every month STVs and if the date of such renewal is not available in a month, the date of renewal shall be the last date of that month. In addition, TSPs have been mandated to provide Voice-and-SMS-only STVs of less than thirty days, corresponding to STVs bundled with data being offered, allowing affordable shorter duration choices to the consumer. TSPs have also been mandated to provide at least one Voice-and-SMS-only STV of longer validity, corresponding to any validity STV bundled with data being offered, to enable them to maintain their longer validity offerings and also to meet the demands for longer validity Voice-and-SMS-only STVs.

33. The Authority is of the view that such a tariff framework would sufficiently address consumer requirements while preventing undue complexity in the tariffs being made available in the market.

34. In the draft Amendment proposed for consultation, the Authority had taken the view that the price of Voice-and-SMS-only STVs needs to be fixed in a fair and reasonable manner. Since these STVs do not include data and only offer the benefits of Voice and SMS, their price should be reduced to the extent proportionate to reduction of data from their corresponding bundled services that offer Voice, SMS and data with or without value added services.

35. After considering the comments and counter-comments received from the stakeholders, along with an examination of the tariff offerings of various TSPs available in the market, it is observed that STVs with data being offered at present fall into two categories viz. (i) consolidated data STVs and (ii) STVs with a per-day data limit. The applicability of a proportionate reduction in the tariff of Voice-and-SMS-only STVs needs to be examined separately for these two types of STVs.

36. For STVs with consolidated data, service providers can calculate the data cost in the pack based on per-GB data cost to appropriately price Voice-and-SMS-only STVs. While implementing the TCPR (Twelfth Amendment), the reduction made in price of Voice-and-SMS-only STVs vis-à-vis price of voice, SMS and data STV, largely corresponds to this principle.

37. In case of STVs with per-day data limit, it is observed that actual data consumption is dynamic in nature and varies from day to day and from subscriber to subscriber. The total data consumption over the STV validity may not normally be a straight multiple of per-day data limit and number of days of validity period. The service providers estimate the total data consumption over the validity period based on consumption patterns. The pricing of per-day data STVs, therefore, takes into account the dimensioning of network resources based on expected aggregate and peak usage, hence the price of data in a STV with per-day data limit cannot be determined linearly by simply multiplying the daily data limit with the validity period. Reduction of data prices based on direct multiple of per-day data limit and number of days of validity period will not reflect the market dynamics and hence will not be appropriate.

38. With regard to proposed Amendment to offer Voice-and-SMS-only STVs with the validity period corresponding to all unique validities of bundled STVs, it is observed that consolidated data STVs are not available across all unique validities. In the absence of a reliable and consistent basis for proportional reduction, the assessment of applicable reduction due to removal of data service has to be carried out by the service provider separately for each

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STV. Hence, it would be prudent to mandate an 'appropriate' reduction in tariff of the corresponding Voice-and-SMS-only STVs instead of 'largely proportional' as envisaged in the draft Amendment.

39. As already discussed, TSPs are currently offering Voice-and-SMS-only STVs with longer validities viz. 80/84 days and/or 336/365 days. It has been observed that these STVs indicate a relationship of quantity-discounted per-day pricing, where longer the validity period, cheaper is the per-day price and vice-versa, across the two validity periods.

40. Thus, the following approaches could be referred to by the TSPs as broad guidance while pricing the Voice-and-SMS-only STVs:

(i) By taking the price of the corresponding STV with Voice, SMS and consolidated data and appropriately reducing it for the data component, suitably factoring in a substantial proportion of the average revenue realisation per subscriber per GB for such reduction. The data of average revenue realization per subscriber per GB periodically published by TRAI can also be referred to in this regard;

(ii) For those validities where STVs have a per day data limit (along with Voice and SMS) and an STV with consolidated data limit is not available, TSPs have their assessment of the trend of average data consumption over the validity period. The Voice-and-SMS-only STV of corresponding validity can be priced by the TSPs by taking into account such assessed consumption and suitably factoring in a substantial proportion of the average revenue realisation per subscriber per GB for such reduction. The data of average revenue realization per subscriber per GB periodically published by TRAI can also be referred to in this regard;

(iii) The per day price of STV with Voice-and-SMS-only, as arrived at in (i) above, can be referred to for pricing of Voice-and-SMS-only STVs of other validities, duly applying quantity-discounted per day pricing.

41. The Authority further notes that the competitive market forces will also come into play in the pricing of such STVs, besides the factors mentioned at para 40 above, particularly in case of popular validities, once all TSPs start offering these Voice-and-SMS-only STVs.

42. In view of the foregoing, the Authority now mandates that every TSP shall offer STVs with appropriate reduction in tariff, exclusively for Voice and SMS for:

(i) validities of thirty days and less than thirty days corresponding to each validity period of STV being offered for Voice, SMS and data, whether with or without value added services and;

(ii) validity renewable on the same date of every month and if the date of such renewal is not available in a month, the date of renewal shall be the last date of that month and;

(iii) at least one STV with validity more than (i) and (ii) above corresponding to the validity period of STVs being offered for Voice, SMS and data, whether with or without value added services.

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43. Further, in view of the extensive comments received and the deliberations held, a review after six months is not considered necessary. However, the provisions of the regulations may be reviewed by the Authority as and when required.

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