

**Government of India  
Ministry of Communications  
Department of Telecommunications  
(Access Services Wing)**

**12<sup>th</sup> Floor, Sanchar Bhawan, 20 Ashoka Road, New Delhi – 110 001.**

---

**File No: 800-09/2010-VAS-III**

**Dated: 16.05.2018**

**All CMTS/UAS/UL (having Access Services Authorization) Licensee(s)**

**Subject: Instructions for implementing restrictive features for SIMs used only for Machine-to-Machine (M2M) communication services (M2M SIMs) and related Know Your Customer (KYC) instructions for issuing M2M SIMs to entity/organization providing M2M Communication Services under bulk category and instructions for Embedded-SIMs (e-SIMs).**

Machine to Machine (M2M) Communication refers to a communication between two or more entities (object/devices/things) based on existing & evolving communication technologies that do not necessarily need any direct human intervention. M2M Communication Services means the services offered through a connected network of objects/devices, with identifiers, in which Machine to Machine (M2M) communication is possible with predefined back end platform(s) either directly or through some gateway. The entity/organization/company providing M2M Services may require SIMs for providing connectivity from an Authorized Telecom Licensee of DoT.

2. In pursuance to the CMTS/ UAS/UL License condition which, inter alia, provides that *“The LICENSEE shall ensure adequate verification of each and every customer before enrolling him as a subscriber; instructions issued by the licensor in this regard from time to time shall be scrupulously followed”*, instructions are being issued by the DoT from time to time. As per the prevailing instructions, the mobile connections are non-transferable i.e., the end user shall be the same person/ entity in whose name the Customer Acquisition Form (CAF) has been filled and details are available in Licensee’s database. However, in certain cases of M2M communication where the SIM card is to be placed or embedded inside the machine at the time of manufacturing itself without any knowledge about the prospective end user, difficulties are being faced in following the above provisions.

3. Therefore, the issuance of such M2M SIMs by Authorized Telecom Licensee having valid license under Indian Telegraph Act, 1885 to the entity/organization providing M2M Services need to follow KYC norms prior to issuance of such SIMs.

4. In this regard, the undersigned is directed to convey the approval of Competent authority that for M2M services, the mobile connections shall be issued by the licensees in the name of



entity/organization providing M2M Services as per the procedure in force for Bulk connections {as on date as prescribed in (i) instructions issued vide letter no. 800-09/2010-VAS dated 09.08.2012, or, (ii) alternative Aadhaar based E-KYC process as mentioned in instructions issued vide letter no. 800-29/2010-VAS (Vol.I) dated 09.03.2018} subject to the condition that such SIMs will have restrictive features compared to traditional SIMs for voice/data communications used for person to person (P2P) communication, as mentioned below:

- a) *Outgoing / incoming calls shall be allowed to/ from predefined set of maximum one (1) number\* only.*
- b) *Likewise outgoing/ incoming SMS shall be allowed to/ from predefined set of maximum two (2) numbers\* only.*
- c) *Data Communication shall be allowed only on maximum two (2) numbers of predefined IP addresses with fixed APNs or equivalent technology options by Licensee.*
- d) *These restrictions are not applicable to calls made to emergency numbers like police, fire, ambulance etc.*

*\* Such numbers shall be part of the setup of entity/organization providing M2M Services. Further, list of such numbers is to be provided by the entity/organization providing M2M Services to the Licensees while obtaining SIM cards. At a later stage, if need arises, entity/organization providing M2M Services can ask the Licensee to reconfigure these numbers.*

5. The requirement of tele-verification prior to SIM activation as mentioned in instructions dated 09.08.2012 shall not be applicable in case of M2M SIMs issued for M2M communication services.

6. The ownership of all such M2M SIMs shall be with entity/organization providing M2M Services. The details of all the customers of M2M services i.e., physical custodian of machines fitted with SIMs, should be maintained by entity/organization providing M2M Services. Updated information regarding (a) Details of M2M end device i.e. IMEI, ESN etc, (b) Make, Model, Registration no. etc of the machines (i.e. Cars, Utility Meters, POS etc) and (c) Corresponding physical custodian's name and address should be made available online through some web interface to Licensee by entity/organization providing M2M Services. Regarding maintenance of database/records of the end users of the SIM cards by the Licensee, the procedure as prescribed for bulk connection shall be followed.

7. In case of sale or transfer of devices having M2M SIMs inside it, the responsibility of intimating to the Licensees the details of person to whom such devices are transferred and for fulfilling subscriber verification norms, lies with the entity/organization providing M2M Services i.e., the entity/organization which has taken such SIMs from the licensee. The Licensees shall regularly update all these details in their database.

8. The entity/organization providing M2M Services shall also give an undertaking while applying for M2M bulk SIM connections in this category to the licensees that they will comply with M2M specific guidelines issued by DoT from time to time and will also comply with the regulatory process defined by DoT in future for M2M services, if any.

9. The existing connections issued to entity/organization providing M2M Services shall be made compliant to above instructions within six months of issue of these instructions. A certificate of compliance shall be submitted by Licensees to the concerned LSA field units of DoT in this regard. After six months, if any case is detected wherein M2M services are being provided without following these instructions, all the mobile connections issued to such entities for M2M services shall be disconnected.

10. In cases where the end user is known prior to placing of SIM Card (not M2M SIM) into the machine or the SIM Card (not M2M SIM) can be placed into the machine by the end user himself, the end user shall always have an option to obtain a standard mobile connection for using it in M2M communications in his name by following the KYC procedure/conditions prescribed for individual connection vide prescribed DoT guidelines.

11. As per the existing provisions in DoT guidelines dated 09.08.2012, amended from time to time, an individual user is permitted for taking 9 mobile connections only. For M2M services, an individual user shall be permitted to have 9 M2M SIMs, in addition to existing limit of 9 mobile connections. However, in case of Assam, J&K and North East, it is clarified that the existing policy guidelines issued by DoT, as amended from time to time, for issuing mobile connections including for issuing multiple connections, in these three states, shall remain same and applicable for M2M services also.

12. During sample CAF audit, the prevailing procedure as followed for bulk connections shall be applicable for M2M SIMs also.

**Embedded-SIMs (e-SIMs):**


13. To cater the needs of modern technological developments in M2M/IoT, it has been decided to permit the use of "Embedded-Subscriber Identity Module (e-SIM)" with both Single and Multiple profile configurations with Over the Air (OTA) subscription update facility, as the case may be, as per the prevailing global specifications and standards (GSMA).

14. The Licensees profiling e-SIMs shall take all reasonable steps to ensure that the device manufacturer embedding such SIM do not tamper the e-SIM at manufacturing stage.



15. In order to facilitate Mobile Number Portability (MNP) and to avoid Telco Lock-in for all use case scenarios of e-SIM, the Licensees shall be permitted for Profile updation via Over the Air (OTA) feature, as per the prevailing global specifications and standards.

16. The Licensee must ensure that while allowing the use of such e-SIMs in its network, it must fulfill all the Security and Lawful Interception & Monitoring related terms & condition of license agreement.

  
(Prashant Verma)  
ADG (AS-II)  
Tele No.: 011-23354042

**Copy to:**

1. Secretary, TRAI, New Delhi.
2. DG (T), DoT HQ, New Delhi.
3. Sr. DDG, TEC, New Delhi.
4. All Advisors/Sr. DDsG of LSA field units.
5. DDG (NT), DoT HQ, New Delhi.
6. JS (IS-I), MHA, North Block, New Delhi.
7. Director (AS-I)/ Director (AS-III)/ Director (AS-IV)/ Director (AS-V), DoT.
8. COAI.
9. Guard File.