



Telecom Regulatory Authority of India

Recommendations on Terms and Conditions for Publication of an Integrated Telephone Directory for Fixed Line Telephones

24th April, 2008

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PREFACE

Telephone Directory Service is an important service for the telecom subscribers. The private access service providers have not printed telephone directory. The incumbent operators, Bharat Sanchar Nigam Limited (BSNL)/ Mahanagar Telephone Nigam Limited (MTNL) provide printed directory and directory enquiry service for their fixed line telephones. With the multiplicity of service providers, there is a need for an integrated directory service. With this objective and also considering the provisions in the fourth cellular license and the Unified Access Service License, which provide for a determination by Telecom Regulatory Authority of India (TRAI) with regard to publication of Telephone Directory, the Authority had undertaken a public consultation on the issues pertaining to publishing of telephone directory and directory enquiry services in the year 2004. The recommendations were sent to the Government on 5th May, 2005.

The Department of Telecommunications (DoT) has considered these recommendations and has requested TRAI to formulate the terms and conditions, including guidelines, for publication of an integrated telephone directory for the fixed line telephones at Secondary Switching Area (SSA)-wise i.e. same as LDCA level and also for licensing National Integrated Directory Enquiry Service.

With a view to bringing out all the related aspects of the issue and to provide a suitable platform for discussion, a consultation paper was issued on 24th December, 2007, which focused on the approach, guidelines, terms and conditions in respect of publication of an integrated telephone directory for fixed line telephones at Secondary Switching Area (SSA) level, including authorization/licence for publication of an integrated telephone directory. The Consultation Paper also deliberated on issues pertaining to Directory Enquiry Service and introduction of a new licence for National Integrated Directory Enquiry Service. The comments received from stakeholders on the issues raised in the

consultation paper were hosted on the TRAI website and an Open House Discussion was held in Delhi on 11th February, 2008.

The Authority while deliberating on the comments received during consultation process noted that different licenses have different provisions relating to publication of telephone directory and directory enquiry services. The Authority has also noted that in the Indian Telegraph Rules, 1951, Rule 452 to 459 provide for Telephone Directory. There is a need to amend or modify these Rules so as to make it in line with the authorization/ licensing and regulatory regime. The Authority while considering the publication of an Integrated Telephone Directory has come to the conclusion that there is a need to authorise an agency on licensed service area basis for printing of an Integrated Telephone Directory for fixed line telephones SSA-wise on financial viability and market demand basis. Accordingly, the terms and conditions for (i) authorization for publication of integrated telephone directory for fixed line telephones have been formulated in these recommendations. The determination covering the guidelines for publication of Integrated Telephone Directory will be formulated and the same will be issued by the Authority as and when the authorisation for publication of Integrated Telephone Directory on licensed service area basis are issued by the Department of Telecommunications after acceptance of these terms and conditions for authorization/licence. Regarding National Integrated Directory Enquiry Service (NIDQS), the Authority will send its recommendations on the terms and conditions for NIDQS separately.

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Dated 24th April, 2008.

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CHAPTER-I

INTRODUCTION

Background

1.1. The Telecom Regulatory Authority of India (TRAI) had submitted its recommendations to the government vide its letter No: 305-12/2004-QoS dated 5th May, 2005, on the issues pertaining to publishing of telephone directory and directory enquiry services. The Department of Telecommunications (DoT), after examining the recommendations on publication of telephone directory and directory enquiry service has conveyed its decision on these recommendations vide letter No: 7-3/2007-PHP dated 16th Oct, 2007, which is placed at **Annex-1**. The DoT has communicated their views as under :

For fixed telephones:

- (i) There should be Secondary Switching Area (SSA)-wise integrated Printed Telephone Directory and **it should be appropriately priced.**
- (ii) The number of copies to be published in different languages will depend on the requirement of customers.
- (iii) The agency engaged in publishing of telephone directory may be the incumbent operator.
- (iv) Supply of telephone directory in the form of CD-ROM could be an alternative to the willing customers.
- (v) The operators may maintain their directories on the web.

For Mobile Telephones:

- (vi) There may not be printed telephone directory for mobile subscribers.

For Directory Enquiry Service:

- (vii) There should be National Integrated Directory Enquiry Service which would have directory information of fixed telephones as

well as mobile telephones (both prepaid and post paid) customers of telecom operators.

(viii) For fixed telephones opt-out approach and for the mobile telephones opt-in approach by the customers should be adopted.

(ix) The National Integrated Directory Enquiry Service shall be managed by a separate agency.

1.2 DoT has requested TRAI to formulate the terms and conditions for:

(i) Secondary Switching Area (SSA)-wise Integrated Printed Telephone Directory for fixed line telephones including detailed guidelines on the printing of directory, charges to be paid by operators, number of copies etc. for publishing of telephone directory ; and

(ii) “National Integrated Directory Enquiry Service” for fixed and mobile telephones.

1.3 DoT has also stated that since the license agreement for Unified Access Service Licenses (UASL) / fourth mobile operators provides for “Determination of TRAI with regard to publication of telephone service directory containing information of subscribers of Telecom Service shall be applicable and binding”, TRAI may issue appropriate directions to all the operators, confirming to above approach.

1.4 Regarding the recommendations on amending the provisions in the Indian Telegraph Rules, DoT has stated that they will be doing the needful for amendment in the Indian Telegraph Rules after receipt of the terms and conditions as requested by DoT, mentioned at para 1.2 above from TRAI.

1.5 One of the important views of DoT on printed directory for fixed line telephones is that the directory should be appropriately priced. It indicates financial viability as one of the considerations for printing of telephone directory.

1.6 While DOT has expressed its view that there may not be printed directory for cellular mobile subscribers, it has not expressed any view on the following recommendations of TRAI relating to publication of telephone directory and directory enquiry service:

- (a) All the cellular operators shall publish cellular mobile directory on the web, containing both post-paid and pre-paid customers who have given their explicit consent for inclusion in the mobile directory. The cellular operators can, in lieu of maintaining the directory on the web, have the option of providing Directory Services through the handset. In such a case, the pre-paid customers, who have given their consent in writing or through e-mail or SMS, should also be included in the directory services provided through the handset.
- (b) All the license agreements for access service should have uniform provisions for publication of telephone directory and directory enquiry services either by the licensee or through another licensed operator and/or Directory Enquiry Service Provider.
- (c) There should also be an enabling provision in all the licenses for issue of guidelines, determination and direction by the licensor or TRAI.

1.7 To formulate recommendations on the terms and conditions for Secondary Switching Area (SSA)-wise Integrated Printed Telephone Directory for fixed line telephones and National Integrated Directory Enquiry Service including detailed guidelines, TRAI issued a consultation paper on 24.12.2007. Consultation paper covered all the related aspects of the issue and to provide a suitable platform for discussion focusing on the approach, guidelines and terms and conditions in respect of publication of an integrated telephone directory for fixed line telephones at Secondary Switching Area (SSA) level, including authorization/licence for publication of an integrated telephone directory. The Consultation

Paper also focused on issues related to Directory Enquiry Service and introduction of a new licence for National Integrated Directory Enquiry Service by a separate agency.

1.8 The Authority received comments from the stakeholders. The Consultation Paper and the comments received from the stakeholders were hosted on TRAI's website. Open House Discussion was also held on 11.02.2008 at Delhi. The inputs received from stakeholders and during open house discussion have been duly considered by TRAI while finalizing its recommendations on the subject. The summary of recommendations are given in Chapter-II.

1.9 The detailed recommendations on the terms and conditions for authorisation for publication of an integrated telephone directory for fixed line telephones SSA-wise are given in Chapter-III. The guidelines for printing of integrated telephone directory are given in Chapter-IV. The recommendations also contain details of amendments to be made to Indian Telegraph Rules, 1951 and to the various licenses. These are given in Chapter-V. In regard to National Integrated Directory Enquiry Service (NIDQS), the Authority will send its recommendations on the terms and conditions for NIDQS separately.

CHAPTER – II

SUMMARY OF RECOMMENDATIONS

2.1 The Authority makes recommendations on the terms and conditions for publication of an Integrated Telephone Directory for Fixed Line Telephones. A brief summary of the recommendations is given below. However, for details and acceptance of the recommendations, DoT may refer to the linked paragraphs mentioned in this summary.

1. Printing of Integrated Telephone Directory for fixed line telephones SSA-wise on financial viability and market demand basis to be undertaken through authorisation on licensed service area basis (Para 3.1.5)

2. **Scope of Authorisation:** The integrated telephone directory shall be printed on a triennial basis, with the main Directory published in the first year followed by two Supplementary Directories at intervals of one year. Directory is to be published in print form as well as on CD-ROM. The printing of white pages directory will be necessary and yellow pages optional. The authorised agency has to print the directory for all the SSAs in the licensed service area (para 3.3).

3. **Number of Authorised Agencies:** There may be initially only one authorised agency upto first six years. However, Government may review the need to introduce more authorised agencies after five years (para 3.4).

4. **Eligibility Criteria (para 3.5)**

(a) Experience of minimum 2 years in printing of telephone directory of at least one lakh entries.

(b) The applicant must be a public company or a government company, incorporated as such under the Companies Act 1956.

(c) The applicant company itself should have a minimum net worth as well as paid up capital of Rs.2.5 Crores for Metro and Category-A circles, Rs.1 Crore for Category-B circles and Rs.25 lakhs for Category-C circles, on the date of application and shall

submit the certificate to that effect from Company Secretary / Company's statutory Auditor along with the application for authorisation. The applicant company who meet the above networth criteria shall be eligible to apply for authorisation for any number of service areas.

(d) The terms & conditions for foreign direct investment (FDI) from all sources should be consistent with the FDI limit for telecom sector as applicable from time to time. The maximum FDI may be limited to 74% as of now.

5. **Selection Criteria:** The authorised agency may be selected through an open bid for the lowest price quoted for the printed integrated telephone directory, on licensed service area basis. The bid amount quoted will be the ceiling price for selling printed integrated telephone directory in the particular category of SSA within the licensed service area (para 3.6).

6(a). **Entry Fee:** No entry fee (para 3.7).

6(b). **Ernest Money Deposit (EMD):** To discourage non-serious players from applying for the authorisation, an Ernest Money Deposit (EMD), per service area, of Rs.10 lakh for Metro and Category-A circles, Rs.5 lakh for Category-B Circles and Rs.2 lakh for Category-C circles may be prescribed (para 3.7.3).

7. **Authorisation Fee:** A nominal annual authorisation fee, per service area, of Rs.5 lakh for Metro and Category-A circles, Rs.2 lakhs for Category-B circles and Rs.1 lakh for category-C circles, per service area (para 3.8)

8. **Duration of authorisation:** The duration of authorisation would be 10 years (para 3.9).

9. **Data Sharing and Data Security:** Option from customer shall be taken with "Opt-out" approach for fixed line telephones i.e. the customers will have the facility to exclude their names from the directory services, in

case they wish to do so. This option will be given to the customers by the access service providers with minimum of one month notice and updation in the database is to be completed on the basis of schedule given by the authorized agency. For new customers opt out option shall be obtained at the time of enrolment for the service. The fixed line service providers shall be mandated to provide the updated data to the authorized agency for publication of telephone directory. The authorised agency for directory publication has to maintain secrecy and confidentiality of the data and data shall not be passed on to a third party. In addition, the authorised agency shall have to adopt the practices in line with data protection measures specified in ISO standards or equivalent international standards (para 3.10).

10. **Performance Obligation:** The authorised agency for integrated directory publication shall print the integrated telephone directory for fixed line telephones SSA-wise on triennial basis, with the Main Directory published in the first year followed by two Supplementary Directories at an interval of one year. The process shall be repeated after every 3 years. The performance obligation of the authorised agency shall remain till the expiry of his authorisation. However, to start with, the authorised agency will publish the Main issue of integrated telephone directory for fixed lines for at least 50% of the SSAs (rounded off to the next integer) of the service area within the first year of authorisation and for the remaining SSAs of the service area in the second year of authorisation. Similarly, the Supplementary Directories shall be published in the following two years of publication of the Main Directory (para 3.11.1).

11. **Bank Guarantee:** The Performance Bank Guarantee (PBG), per service area, may be Rs.50 lakhs for Metro and Category A circles, Rs.25 lakhs for Category B circles and Rs. 10 lakhs for Category C circles. The Financial Bank Guarantee (FBG) may commensurate with the minimum licence fee (para 3.11.2).

12. **Price for Telephone Directory:** The ceiling price for selling of the printed integrated telephone directory for different categories of SSAs, as per the selection criteria recommended, shall be based on bid quoted by the authorised agency for integrated directory publication for different categories of SSAs during the authorisation process (para 3.12).

13. The ordering for telephone directory and payment by the fixed line service providers to the authorised agency for the telephone directory shall be a matter between the authorised agency and fixed line service providers as mutually agreed between the parties and the authorised agency shall indemnify Licensor and TRAI against any dispute thereon on such commercial matters (para 3.13).

14. The authorised agency for directory publication may also directly market the directory to consumers, accept advertisement from consumers for bold, additional and special entries and distribute the directory to consumers. The authorised agency may enter into mutual agreements with access providers in this regard. The authorised agency shall indemnify Licensor and TRAI against any dispute thereon on all such matters (para 3.13).

15. **Publication of telephone directory on website by the fixed line telephone service providers:** Suitable instructions/ guidelines for publication of Telephone Directory on the website by the fixed line service providers will be issued by the licensor or TRAI (para 3.15).

16. **Guidelines for printing of integrated telephone directory SSA-wise for fixed line telephones:** The guidelines include the following (para 4.1 and 4.2):

- Entitlement to each subscriber of one free entry in white pages of the directory in respect of each telephone in his name.
- Each fixed line telephone service provider may have space for company related information pages which is to be negotiated.

- The ordering for telephone directory and payment by the fixed line service providers to the authorised agency for the telephone directory shall be a matter between the authorised agency and fixed line service providers as mutually agreed between the parties. The authorised agency for directory publication will provide the required number of directories to all such fixed line service providers as per their demand for supplying to their customers without any discrimination and he may also sell directly.
- The authorised agency for directory publication shall offer to the customers the choice of the Hindi language, the English language and the language of the region/State in which the integrated telephone directory is published.
 - Format of directory: Entries in the directory shall be printed in alphabetical order (name/surname basis) in the dictionary format irrespective of fixed line service providers to whom the subscriber belongs. Name, address and telephone number of all subscribers of the fixed line service providers, other than those who opted out of directory services, will be entered in the white pages. Directory shall also contain special information pages.
 - The specifications on printing of telephone directory such as font size, paper quality, style of printing, etc, may be decided by authorised agency for directory publication subject to the determination of the licensor or TRAI, from time to time.

17. **Recommendations on amendments to Indian Telegraph Rules, 1951 and also to licence conditions in various access service licenses:** Recommendations have been made to amend Indian Telegraph Rules, 1951 pertaining to telephone directory in line with the above recommendations. Recommendations have also been made to amend the various access service licenses in order to have uniform provisions for publication of telephone directory and directory enquiry services (para 5.1 to 5.3).

18. **Determination and issue of guidelines by TRAI:** TRAI will issue determination and guidelines for publication of integrated telephone directory for fixed line telephones SSA-wise after the proposed authorization(s)/ license(s) are issued by DOT.

CHAPTER – III

TERMS & CONDITIONS FOR AUTHORISATION FOR PUBLICATION OF AN INTEGRATED TELEPHONE DIRECTORY FOR FIXED LINE TELEPHONES

3.1 Framework for printing of Integrated Telephone Directory for Fixed Line Telephones:

3.1.1 The present consultation undertaken by the TRAI, with reference to printing of Integrated Telephone Directory for Fixed Line Telephones, was for determining the Terms and Conditions for Publication of Integrated Telephone Directory for Fixed Line Telephones. However, during public consultations, the service providers, in general, has opposed printing of telephone directory. Their main arguments in this regard were environmental issues and alternative modes for providing directory services. AUSPI/ COAI and service providers namely Bharti, TATA, Reliance including BSNL and MTNL have opposed the printing of telephone directory stating that it would be a waste of national resource and will have disastrous environmental effects. Incumbent BSNL and MTNL also stated that it is discriminatory as it increases the cost of fixed line services and will have many implementation issues. MTNL also stated that due to increased subscriber churn the frequency of publishing directory will have to be faster to remain relevant. They also stated that if about 85% telephone customers who use mobile phones remain outside the purview of the telephone directory then its utility goes down. Thus, the printing of directory will become irrelevant very fast. Bharti Airtel Limited, AUSPI and COAI have stated that the Authority may have a fresh look into the requirement and necessity of the printed telephone directory in today's scenario.

3.1.2 The above issues relating to environmental problems, utility of telephone directory etc. were considered by the Authority while finalizing the earlier recommendations to the Government dated 5th May, 2005. As

such, considering the fact that the Government has already accepted the recommendations of the Authority for printing of telephone directory for fixed line telephones, the Authority has not considered the issues raised by service providers against printing of telephone directory. At the same time, the Authority felt the need for reviewing the earlier recommendation of entrusting the work of printing of telephone directory to BSNL mainly on the ground of (i) difficulties expressed by BSNL to undertake the work (ii) legal hurdles being faced by BSNL at many places on account of litigation, leading to delay in bringing out telephone directory.

3.1.3 In view of above, in the Consultation Paper the following alternatives for bringing out directory were proposed:-

- (a) Authorisation to incumbent operators namely BSNL/ MTNL in their respective service areas, in case they wish to undertake publication of an integrated telephone directory;
- (b) Authorization, on licensed service area basis, to National Integrated Directory Enquiry Service Provider.
- (c) Introduction of new license for publication of telephone directory on licensed service area basis.

3.1.4 The stakeholders' comments on the above alternatives for publication of integrated telephone directory for fixed line telephones are given below:

- (i) *Regarding the first option, most of the consumer organizations have supported the proposal to authorise BSNL and MTNL in their respective service area, in case they wish to undertake publication of integrated telephone directory. However, some of the consumer organizations had opined that there is no need to give preference to BSNL, but it should be left open to market forces and open competition.*
- (ii) *The industry associations COAI & AUSPI and a few service providers had expressed that integrated directory is not covered within the scope of existing licence and therefore, separate licence/authorization is needed by all access service providers including BSNL/MTNL for publication of integrated directories. BSNL also stated that the work of printing of directory may be entrusted to a third party through bidding process.*

- (iii) *Reliance, TATA and AUSPI have favoured the printing of directory as a separate business proposal and also have suggested that in the scope of service of National Integrated Directory Service Provider, printing of integrated telephone directory may be included.*
- (iv) *Most of the stakeholders have supported introduction of new licence for publication of integrated telephone directory for fixed telephones on licensed service area basis.*
- (v) *If the Authority still feels otherwise then all the access service providers should be allowed to publish the directory in case any operator intends to publish the telephone directory based on his business model, other operators may be mandated to share the details of its subscribers who have chosen “opt-in” approach, but not to share the cost.*

3.1.5 As emerged from public consultation, most of the stakeholders have supported introduction of authorization/ licence for publication of integrated telephone directory for fixed line telephones. While some of the consumer organisations are also in favour of authorizing BSNL for publication of the integrated telephone directory for fixed line telephones. But BSNL is not interested in taking authorization for publication of the integrated telephone directory for fixed line telephones. ***As such, the Authority recommends that printing of telephone directory for fixed line telephones needs to be explored mainly on financial viability and market demand basis. Considering the above, the Authority is of the view that an authorisation to an agency on licensed service area basis for printing of integrated telephone directory for fixed line telephones SSA-wise may be introduced. The authorised agency shall print the Integrated Telephone Directory for fixed line telephones SSA-wise for all the SSAs in the licensed service area. There could be additional modes such as integrated telephone directory on CD-ROM, to be brought out by the authorised agency for publication of telephone directory. Regarding publication of integrated telephone directory, the responsibility of the access service providers shall be limited to data sharing.***

3.1.6 Each access service provider shall provide on-line directory of its fixed line telephones on its website.

TERMS & CONDITIONS FOR AUTHORIZATION:

3.2 The Authority had discussed various issues in its Consultation Paper. These issues have also been discussed in the Open House deliberations. **The Authority recommends the following Terms & Conditions for authorization of an agency for publication of an integrated telephone directory for fixed line telephones on licensed service area basis:-**

3.3 Scope of Authorisation:

3.3.1 **The authorised agency for directory printing shall have to publish integrated telephone directories for fixed line telephones SSA-wise, in print form as well as in CD-ROM, as per the authorization terms & conditions and guidelines issued by the licensor/TRAI, from time to time.**

3.3.2 **The integrated telephone directory shall be printed on a triennial basis, with the main Directory published in the first year followed by two Supplementary Directories at intervals of one year.**

3.3.3 **The authorised agency for publication of telephone directory shall obtain the necessary data for printing the directory from the access service providers.**

3.3.4 **The printing of white pages directory will be necessary and yellow pages optional. The access service provider shall have to provide the data for directory printing.**

3.4 Number of Authorisations:

3.4.1 It is not advisable to issue multiple authorisations in a licensed service area, keeping in view the obligation of data sharing, the financial viability and market demand. *Most of the stakeholders have accepted that the total number of authorizations/licensees need to be limited. Most of the stakeholders have generally consented for two numbers of*

licensees/authorised agencies. BSNL has stated that there may be one entity to be selected through bidding process. AUSPI, TATA, Reliance and some other stakeholders have stated that there may be four numbers of licensees/ authorizations including BSNL/MTNL. The Authority has considered the above views of the stakeholders and is of the opinion that introducing more numbers of authorised agencies for printing of telephone directory may affect the financial viability of printing the directory and the consequent cost to the customer. **Therefore, in view of the above and considering the financial viable business model, the Authority is of the opinion that there may be initially upto first six years only one authorised agency. However, Government, if considered appropriate, may seek the opinion of the Authority, after five years, for introducing more such authorised agencies.**

3.5 Eligibility Criteria

3.5.1 The Authority received various comments from stakeholders on eligibility criteria. Some of the suggestions are briefly summarized below:-

- (i) *Minimum experience of publishing directories of three large SSAs with a subscriber base of one lakh or more.*
- (ii) *Three years technical experience.*
- (iii) *Should have experience of publishing Yellow Pages or other printed directories.*
- (iv) *10 years experience in printing of directories.*
- (v) *Technical capability should have the most important criteria for selection.*
- (vi) *Networth of 50 crores or more*
- (vii) *Networth of Rs.1 crore for NIDQS Operator who will also print the directory, in line with the networth of Rs.2.5 crores prescribed for an NLDO.*
- (viii) *Minimum networth may be decided based on the service area, Rs.10 crore for metro and A category circles, Rs.5 crores for B category circles and Rs.2 crores for C category circles.*
- (ix) *Initially only access service providers and companies promoted by them should be eligible.*
- (x) *Maximum Foreign Equity 74%*
- (xi) *Upto 49% FDI may be allowed*

- (xii) *As the company will have access to personal information of all the customers the foreign equity at no point of time should be allowed to exceed 49%.*
- (xiii) *There should be no limit on total foreign equity to be maintained at any time as there is no security issues involved.*
- (xiv) *Not more than 10% foreign equity should be allowed.*

3.5.2 The above suggestions have been examined in the context of key objective to have publication of integrated telephone directory on financial viability model and only serious & competent entity obtains the licence.

The Authority, therefore, recommends:

- (a) ***The applicant should have experience of minimum 2 years in printing telephone directory of at least one lakh entries.***
- (b) ***The applicant must be a public company or a government company, incorporated as such under the Companies Act 1956.***
- (c) ***The applicant company should have a minimum net worth as well as paid up capital of Rs.2.5 Crores for Metro and Category-A circles, Rs.1 Crore for Category-B circles and Rs.25 lakhs for Category-C circles, on the date of application and shall submit the certificate to that effect from Company Secretary / Company's statutory Auditor along with the application for authorisation. The applicant company who meet the above network criteria shall be eligible to apply for authorisation for any number of service areas. The net worth shall mean as the sum total, in Indian Rupees, of paid up equity capital and free reserves. The net worth of promoters shall not be counted for determining the net worth of the company for this purpose. The minimum net worth and paid up capital shall be maintained during currency of the Licence.***

- (d) ***The terms & conditions for foreign direct investment (FDI) from all sources should be consistent with the FDI limit for telecom sector as applicable from time to time. The maximum FDI may be limited to 74% as of now, including both direct and indirect foreign investment.***
- (e) ***The equity holding of various promoters at the time of grant of authorization shall not be allowed to transfer the same at least for a period of five years.***

3.6 Selection Criteria:

3.6.1 The comments received by the Authority during public consultation are summarized below:

- (i) *Open bidding for the one time entry fee subject to meeting the laid down eligibility criteria like minimum networth, past experience etc.*
- (ii) *Party with previous successfully well done job preferred, even with a marginal higher cost.*
- (iii) *Publisher can provide cheap rate with clear printing and quality of papers should be better.*
- (iv) *In case there are more than 3 or 4 interested parties, the auction may be carried out for selection.*
- (v) *Selection of an agency from access service providers through bidding.*
- (vi) *Selection criteria may include Rates for no of copies, Quality of paper, technology used for compilation of data, technology used for printing of directories, format of proposed directory, ISO standard of compilation and printing both*
- (vii) *Comparative evaluation criteria should be followed and try to make it transparent.*
- (viii) *Technical evaluation procedure being followed by DoT/BSNL should continue.*

3.6.2 The Authority observed that during public consultations the stakeholders generally favoured authorisation/licensing of printing of integrated telephone directory for fixed line telephones through bidding. Some of the stakeholders had suggested that the bidding may be based on entry fee i.e. the party who bid for the highest entry fee may be given the license. There were also suggestions that the bidding may be on price of

printed telephone directory and good quality paper. **The Authority considered these suggestions and is of the view that since telephone directory is a public utility service the cost to the customer should be the main consideration for selection of the authorized agency for publication of integrated telephone directory for fixed line telephones. Accordingly the Authority recommends that the authorised agency for directory publication may be selected through an open bid for the lowest price for the printed integrated telephone directory, on Licensed Service Area basis, subject to fulfillment of eligibility criteria. The bid amount quoted will be the ceiling price for selling printed integrated telephone directory in the particular category of SSA. Following classifications may be made for bidding for each licensed service area:**

Table

Name of Licensed Service Area: _____

Sl	Subscriber base of fixed line telephones: The Category of SSA	Bid Amount (in Rs) per copy of printed directory	No. of SSAs (to be indicated by DOT in the bid document)	Total amount of bid [Col.(3) X Col.(4)]
(1)	(2)	(3)	(4)	(5)
1	Upto 1 lakh			
2	Above 1 lakh and upto 3 lakhs			
3	Above 3 lakhs and upto 10 lakhs			
4	Above 10 lakhs			
Grand Total				Total of col.(5)

For final evaluation for each Licensed Service Area to determine the lowest price quoted, the multiplier factor shall be the number of SSAs in each category in the licensed service area (LSA). In case the bids for all the different categories of SSAs within a Licensed Service Area are not quoted as per the Table above, the bid shall be treated as invalid and the same shall be summarily rejected.

Package evaluation will be made which will comprise the calculations as indicated in the Table above. The bidder as per the lowest grand total amount i.e. total of column (5) of the Table shall be declared as successful bidder for authorisation for the quoted licensed service area. In case the lowest quote as per the grand total amount i.e. total of Column (5) above is same for two or more bidders DOT may select one applicant based on suitable criterion as it considers appropriate. One such criterion could be based on draw of lots for such lowest bidders.

3.7 Entry Fee

3.7.1 Most of the service providers have opined that the Entry Fee may be decided through open bidding process. The consumer organisations have not expressed any opinion on deciding the entry fee based on bidding. Some of the consumer organisations are in favour of deciding the entry fee based on project cost or cost of publication. AUSPI and Tata had indicated that in case there is no auction the base amount will be the entry fee. One of the consumer organisations had also indicated that the actual entry fee may be determined in the process of selection but the minimum reserve price need to be sufficient for different categories of licence service areas such Metro Circles, A-circles, B-Circles and C-Circles so as to discourage non-serious players. One of the stakeholders has also stated that entry fee shall be determined through 50% of cost of publication and 25% of their entry fee should be refundable in the shape of reward for fair publication. The yellow pages industry is in favour of minimal entry fee/ base price. There was also suggestion from one of the on-line providers of yellow page enquiry that there should not be any entry fee.

3.7.2 Keeping in view the stakeholders comments as above, **the Authority is of the view that since the aim is to have printed integrated telephone directory with minimum cost to the consumer, there should not be any entry fee.**

3.7.3 Ernest Money Deposit (EMD): To discourage non-serious players from applying for the authorisation, an Ernest Money Deposit (EMD), per service area, of Rs.10 lakh for Metro and Category-A circles, Rs.5 lakh for Category-B Circles and Rs.2 lakh for Category-C circles may be prescribed. The EMD will be returned after the agreement is signed with the successful bidder. However, in case the agreement is not signed within the stipulated time by the selected bidder his EMD will be forfeited.

3.8 Authorisation Fee

3.8.1 Stakeholders comments received in this regard are:-

- (i) *The licence fee of 10% of gross revenue,*
- (ii) *May be nominal of the order of 0.5% of AGR,*
- (iii) *No annual licence fee should be payable.*
- (iv) *The licence fee can vary for different service areas.*
- (v) *Licence fee could be on % on revenue viz. 1% first year, 3% second year, 4% third year, 5% fourth to seventh year and 7% from eighth to tenth year.*

3.8.2 The scope of the authorisation is limited only to publication of integrated telephone directory for fixed line telephones and since the directory service is a public utility service, the Authority is of the view that there should not be any authorisation fee. However, to recover the cost of administering the authorisation a nominal fee may be prescribed. In view of above, **the Authority recommends a nominal annual authorization fee, per service area, of Rs.5 lakh for Metro and Category-A circles, Rs.2 lakhs for Category-B circles and Rs.1 lakh for category-C circles.**

3.9 Duration of Authorisation

3.9.1 Most of the stakeholders have favoured three years initial authorization/licensing period. However, some of the service providers and AUSPI/COAI have indicated that for a business to be viable duration of the authorization/licence should be at least 10 years. **Considering the viability of the business, the Authority recommends the duration of**

authorisation as 10 years. The authorised agency shall be eligible for renewal based on the performance and other terms and conditions as specified in the agreement.

3.10 Data Sharing and Data Security

3.10.1 Most of the stakeholders agreed with the information and analysis given in the Consultation Paper. However, some of them emphasized as per the following:-

- (i) *Authorised agency/Licensee should practice data protection measures as per international standards.*
- (ii) *To include the clause of cancellation of licence in case of default.*
- (iii) *There should be stringent penalty clause for violation of data security measures and there must be an independent bi-annual audit conducted to verify adequacy of their data security measures.*
- (iv) *Most of the service providers and their associations such as AUSPI and COAI has emphasized that “Opt-in” approach should be adopted so that privacy issues of fixed line subscribers can also be addressed in an effective manner.*

3.10.2 Further, Authority reviewed the provisions in Indian Telegraph Rules and International practices and is of the view that “Opt-out” approach could be more suitable for fixed line telephones and accordingly recommends “Opt-out” approach for fixed line telephones. **The following data sharing and data security measures are recommended:-**

- (i) **The fixed line customers will have the facility to “Opt-out” of the directory services i.e. excluding their names from the directory services, in case they wish to do so. This facility could be implemented as follows:**
 - (a) **For existing customers: The authorised agency shall notify the access service providers, at least six months before the intended date for publication of telephone directory, the requirement and format for giving data about all the customers who have to be listed for directory service.**

- (b) The fixed line service providers shall, through telephone bills and public notice including website notification or any other mode, inform the customers about the facility of opt-out for fixed line telephone customers for excluding their names from the directory services first time before publication of the Main Directory. This option will be given to the customers with minimum of one month notice i.e. to be completed on the basis of schedule given by the authorized agency.**
- (c) For new customers: Opt out option shall be obtained at the time of enrolment for the service.**
- (d) Facility for changing the option for directory services: The customers may have the facility to change their option for directory services and this option may be exercised by them at any point of time. Any revised option shall be implemented by incorporating the necessary revision in the website directory and communicating such updation to the authorised agency for directory publication. However, it may be noted that the change in the publication of printed directory shall be effective from the next publication only.**
- (ii) The fixed line service providers shall be mandated to provide the updated data to the authorised agency for publication of telephone directory within four months of such notification for publication of telephone directory, as per the guidelines of licensor or TRAI.**
- (iii) The data shall be used by the authorised agency for directory publication only as per the terms and conditions of authorisation.**
- (iv) The authorised agency for directory publication has to maintain secrecy and confidentiality of the data and data shall not be passed on to a third party.**

- (v) ***The measures shall be adopted by the authorised agency for directory publication that the data is not misused. In addition, the authorised agency shall have to adopt the practices in line with data protection measures specified in ISO standards or equivalent international standards.***
- (vi) ***The data protection measures adopted by the authorised agency shall also be subjected to annual audit/ verification as per the guidelines/directions/ orders issued by the licensor or TRAI from time to time.***

3.11 Performance Obligation and Bank Guarantee:

3.11.1 **Performance Obligation:** The authorised agency for integrated directory publication shall print the integrated telephone directory for fixed line telephones SSA-wise on triennial basis, with the Main Directory published in the first year followed by two Supplementary Directories at an interval of one year. The process shall be repeated after every 3 years. The performance obligation of the authorised agency shall remain till the expiry of his authorisation. ***The Authority recommends that to start with, the authorised agency will publish the Main issue of integrated telephone directory for fixed lines for at least 50% of the SSAs (rounded off to the next integer) of the service area within the first year of authorisation and for the remaining SSAs of the service area in the second year of authorisation. Similarly, the Supplementary Directories shall be published in the following two years of publication of the Main Directory.***

3.11.2 Bank Guarantee

(a) **Performance Bank Guarantee (PBG):**

3.11.2.1 During public consultation most of the stakeholders have supported Performance Bank Guarantee for the licensee/ authorised agency of directory publication. The comments received during public consultation are summarized below:

- (i) *It is not necessary to get bank guarantee but there should be cash security/guarantee under a criteria in the contract between licensee/authorized agency and licensing authority.*
- (ii) *A nominal bank guarantee of around Rs 1 crore may be prescribed.*
- (iii) *Bank Guarantees do not serve any purpose and only impose an additional unnecessary burden on the service provider. Hence Bank Guarantees should be done away with. There should be other means to ensure performance.*
- (iv) *Only financial bank guarantee of suitable amount may be taken from the licensees/agency based on the anticipated revenue share payable for one main issue of the directory in every service area.*
- (v) *There may be PBG for nominal amount of around Rs 25 lakhs for metro and A category circles, Rs 15 lakhs for circle B and Rs 10 lakhs for circle C circles.*
- (vi) *There should be a performance guarantee which could be on time job 5% extra for completing job, on delay per day Rs 500 penalty for first 15 days, on delay per day Rs. 1000 penalty for all days after 15th day till 30 day's, on delay per day Rs. 3000 penalty for all days after 30 Days, on compromising the paper quality 10% of the order value, on poor quality of printing in all directories 10% of the order value.*
- (vii) *If the authorized agency/licensee is technically and financially sound enough we should not think of a bank guarantee.*
- (viii) *PBG could be Rs.5 crores for Metro circle, Rs.3 crores for A circle, Rs.2 crores for B circle and Rs.1 crore for C circle.*

3.11.2.2 The Authority has considered the above views of the stakeholders and is of the opinion that since telephone directory being an important public utility service, there should be performance bank guarantee, based on the category of licensed service area, for ensuring timely publication of the telephone directory. **Accordingly, the Authority recommends that the Performance Bank Guarantee, per service area, may be Rs.50 lakhs for Metro and Category A circles, Rs.25 lakhs for Category B circles and Rs. 10 lakhs for Category C circles. The Authority, further recommends the following:**

3.11.3 The authorised agency for directory publication should submit Performance Bank Guarantee (PBG) before signing of the authorisation agreement. ***PBG shall be valid for a period of one year and shall be renewed from time to time as may be directed by the Licensor.***

3.11.4 The authorised agency for directory publication, on its own, shall extend the validity period of the PBG on similar terms at least one month prior to date of its expiry without any demand or notice from the Licensor on year to year basis. Any failure to do so, shall amount to violation of the terms of the authorisation and entitle the Licensor to encash the PBG and to convert it into a cash security, without any reference to the authorised agency at his risk and cost. No interest or compensation whatsoever shall be payable by the Licensor on such encashment.

3.11.5 Without prejudice to its rights of any other remedy, the Licensor may encash the PBG in case of any breach, in the terms & conditions of the authorisation.

(b) Financial Bank Guarantee (FBG):

3.11.6 ***The Authority also recommends that Financial Bank Guarantee may be commensurate with the minimum authorisation fee, per service area, of Rs.5 lakh for Metro and Category-A circles, Rs.2 lakhs for Category-B circles and Rs.1 lakh for category-C circles.***

3.11.7 The authorised agency for directory publication should submit Financial Bank Guarantee (FBG) before signing of the authorisation agreement. ***FBG shall be valid for a period of one year and shall be renewed from time to time as may be directed by the Licensor.***

3.11.8 The authorised agency for directory publication, on its own, shall extend the validity period of the FBG on similar terms at least one month prior to date of its expiry without any demand or notice from the Licensor on year to year basis.

3.12 Price for Telephone Directory:

3.12.1 In the Consultation Paper the Authority had proposed that the authorised agency/licensee for directory publication may determine the price of the directory, based on market demand and commercial negotiations. The following comments were received from stakeholders during public consultations:

- (i) *It could be priced at Rs. 50/-,100/-,200/-in SSAs less than 1 lac subscribers, SSAs more than 1 lac subscribers. and metros respectively.*
- (ii) *Since it is a public utility service, the directory may be given free of cost to enable easy accessibility to the end consumer. However, for the electronic format of the directory, a reasonable price may be fixed by the authorised agency after getting a prior approval from TRAI.*
- (iii) *Nominal charge.*
- (iv) *One copy CD or Printed free for each subscriber. Extra copies priced reasonably.*
- (v) *The price for Directory should be subject of regulation or reflected from competitive bids.*
- (vi) *There should be similarity in pricing of Telephone Directory in the different SSA, the price tag should be maintained by the DoT /TRAI.*
- (vii) *A subsidy should be given to authorised agency/licensee on publication for the lowest of the price of directory.*
- (viii) *Authorised agency/licensee should have the flexibility to decide revenue depending on its business model and the Authority should not regulate prices.*
- (ix) *The authorized agency/licensee for directory publication may determine the price of the directory, based on market demand, business viability and commercial negotiations etc.*
- (x) *It should be fairly charged to subscriber with 10 % subsidy to maintain quality printing.*
- (xi) *In the initial three years, the price should be very nominal – say up to 25% of the cost of the directory and later on it could gradually increase to cover 50 - 75% of the cost. USO Fund could be used to make the shortfalls in the case of semi urban or rural telecom districts where there is no advertisement generation potential at all.*

3.12.2 The Authority considered the above views of stakeholders and is of the opinion that ceiling price for selling of the printed integrated telephone directory for different categories of SSAs, as per the selection criteria recommended, shall be based on bid quoted by the authorised agency for directory publication for different categories of SSAs during the authorisation process. However, the authorised agency is free to sell the directory below the ceiling price quoted and such selling price of integrated telephone directory shall be notified by the authorised agency as per the TRAI's Orders/ Regulations/ Directions issued from time to time.

3.13 Other Conditions:

3.13.1 It is recommended that the ordering for telephone directory and payment by the fixed line service providers to the authorised agency for the telephone directory shall be a matter between the authorised agency and fixed line service providers as mutually agreed between the parties and the authorised agency shall indemnify Licensor and TRAI against any dispute thereon on such commercial matters.

3.13.2 The authorised agency for directory publication may also directly market the directory to consumers, accept advertisement from consumers for bold, additional and special entries and distribute the directory to consumers. The authorised agency may enter into mutual agreements with access providers in this regard. The authorised agency shall indemnify Licensor and TRAI against any dispute thereon on all such matters.

3.14 Regarding the suggestion of dividing the directory in metro cities in to different zones, the Authority is of the view that directories published on zonal basis in metro cities will have limited utility, especially when the directory is priced. In bigger cities, telephone directory on CD-ROM could be an attractive additional mode. The authorised agency for directory

publication will also bring out a priced integrated telephone directory on CD-ROM.

3.15 Publication of telephone directory on website by the fixed line service providers:

3.15.1 Considering the issue of churn, ***the Authority is of the view that every fixed line telephone service provider shall have to publish on their Website in user friendly manner the telephone directory containing entries of all their subscribers, other than those opted out of directory services, and such directory services should be accessible through Internet.*** The Department of Telecommunications is also in favour of fixed line operators maintaining their directories on the web. As such, suitable instructions/ guidelines in this regard will be issued by the licensor or TRAI.

3.15.2 ***The web based directory may be such that by giving the telephone number one can get the address or by giving name or address one can get the telephone number. The directory should be updated at periodic intervals so that the latest information is available to customers. Such information may be updated at least once in three months or as per the determination of the licensor or TRAI, from time to time.***

CHAPTER – IV

GUIDELINES FOR PRINTING OF INTEGRATED TELEPHONE DIRECTORY SSA-WISE FOR FIXED LINE TELEPHONES

4.1 In the consultation paper TRAI had proposed draft guidelines for printing of an Integrated Telephone Directory SSA-wise for fixed line telephones. *During public consultation, most of the stakeholders had opined that draft guidelines proposed in the consultation paper are adequate for publication of an integrated telephone directory for fixed line telephones. Some of the other comments received during consultation are given below:-*

- (i) *More information like Web, E-mail address and fax Number may be published in respect of public utilities and Government offices.*
- (ii) *Govt. bodies, Public office or organisations, Public utility services, Peoples representatives such as Panchyat Pradhan, MLAs, MPs should not be given the “opt-out” option.*
- (iii) *There should be provision for publishing directory in local languages.*
- (iv) *In special information pages list of all fixed line telephone service providers and their website address and also name, designation, address, contact no. of Consumer dealing officer of the respective service provider should be available. There should be detailed information about the registered Consumer Advocacy Group (CAG) member of TRAI working in the respective zone.*
- (v) *Directory should be available in the soft form to consumers such as CD ROM at a low price.*
- (vi) *National Directory should be prepared by the third party maintaining the database for Mobile Number Portability or some subsidiary companies working under/in association with this third party system operator.*
- (vii) *Within a SSA, if more than 50% of the numbers fall outside the main city area, it is better to publish the SSA directory in two parts – one for the main city and the other one for the remaining areas. In case of metros like Mumbai, Delhi, Chennai and Kolkata, it is ideal to divide the directory into at least four zones like what is done in London.*

- (viii) *There should be an on-line transmission of data on a daily basis. There should be no relaxation given to the service providers in the matter of supply of data to the ITD publisher. The specifications for printing should be reviewed at least once in three years. The authorized agency should also have the right to distribute the directory to all those who have contributed to advertisements.*

4.2 Considering the above views of the stakeholders the following guidelines, for printing of an integrated telephone directory SSA-wise for fixed line telephones are formulated:

- (a) Directory for fixed line telephone service will be printed Secondary Switching Area (SSA) wise.
- (b) The integrated directory may be printed on triennial basis, with the main Directory published in the first year followed by two Supplementary Directories at intervals of one year.
- (c) Authorised agency for directory publication will notify to all fixed line telephone service providers (BSOs/ UASPs) Secondary Switching Area (SSA)-wise, six months in advance of printing of directory, for submitting the updated data, in the electronic format, to be printed in directory. Fixed line providers will send the updated data in the electronic format within four months of receipt of such notification.
- (d) In the case of initial publication of the directory, the updated data shall be provided by fixed line providers within four months of such notification by the authorised agency for directory publication, after seeking the 'opt-out' option from their subscribers for the first time for exclusion in the subscriber listing in white pages of the integrated telephone directory. Wide publicity shall be given about the facility of opt-out of the directory service, including public notification through the press and through the web, by every fixed line service provider and also the fixed line service provider shall send the information to the subscribers through the telephone bill regarding printing of directory and last date to exercise the opt-out option along with

the specified addresses to communicate the opt-out options. Minimum 30 days time shall be given to the subscribers for exercising their options. Concerned fixed line service provider shall ensure the updation of all the opt-out customers' numbers in their database and updated database after exclusion of telephone numbers of such opt-out customers shall be supplied to the authorised agency for directory publication. In subsequent cases the fixed line service providers shall provide the updated data to the authorised agency for directory publication, after incorporating the changes in option exercised by customers as well as data relating to new customers, within 4 months of such notification.

- (e) Every subscriber, who has not exercised the 'opt-out' option, shall be entitled for one free entry in white pages of the directory in respect of each telephone in his name. However, government bodies, public offices or organisations, public utility services, people representatives such as Panchayat Pradhan, MLAs, MPs should not be given the "opt-out" option for their official fixed line telephones
- (f) Each fixed line telephone service provider may have space for company related information pages which is to be negotiated.
- (g) The ordering for telephone directory and payment by the fixed line service providers to the authorised agency for the telephone directory shall be a matter between the authorised agency and fixed line service providers as mutually agreed between the parties. The authorised agency for directory publication will provide the required number of directories to all such fixed line service providers as per their demand for supplying to their customers without any discrimination and he may also sell directly.
- (h) The number of copies to be published in different languages including Hindi will depend on the requirement of customers

based on market demand. However, the authorised agency for directory publication shall offer to the customers the choice of the Hindi language, the English language and the language of the region/State in which the integrated telephone directory is published.

- (i) Each access service providers may place orders for the required number of copies, in advance, before or after notifications of the price of telephone directory by authorised agency for directory publication, as may be mutually agreed between the fixed line service providers and the authorised agency.
- (j) The authorised agency for directory publication can also undertake the marketing and distribution of telephone directory either directly or through commercial negotiations with fixed line access service providers.
- (k) Format of directory: Entries in the directory shall be printed in alphabetical order (name/surname basis) in the dictionary format irrespective of fixed line service providers to whom the subscriber belongs. Name, address and telephone number of all subscribers of the fixed line service providers, other than those who opted out of directory services, will be entered in the white pages. Directory shall also contain the following:
 - (i) Special information pages: in addition to the content of special information pages of fixed line service providers, these pages shall also contain the following information:
 - ◆ list of all fixed line telephone service providers and their website address.
 - ◆ Fixed line telephone service provider shall provide information on consumer centric issues to be included in the information pages, which is not the subject of frequent changes.

- ◆ Important public utility numbers, emergency numbers along with fax number etc.
 - ◆ Any other information to protect the interest of consumers specified by TRAI from time to time.
- (ii) White pages along with bold and special entries.
- (iii) Yellow Pages (optional)
- (l) The specifications on printing of telephone directory such as font size, paper quality, style of printing, etc, may be decided by authorised agency for directory publication subject to the determination of the licensor or TRAI, from time to time. The specification on printing of telephone directory shall not be inferior to the specifications currently being followed by BSNL. A copy of such specifications is enclosed as Annex-2.

Chapter – V

AMENDMENTS TO THE INDIAN TELEGRAPH RULES AND LICENSING CONDITIONS

5.1 The Authority in its recommendations to the Government on 5th May, 2005 had recommended certain amendments to the Indian Telegraph Rules, 1951. Since in the present recommendations authorisation/licensing is envisaged for printing of Integrated Telephone Directory for Fixed Line Telephones SSA-wise, it has become necessary to revisit those recommendations. In line with the Authority's recommendations on authorisation/licensing for printing of Integrated Telephone Directory for Fixed Line Telephones SSA-wise, based on financial viability, and supply of printed telephone directory on charge basis, the following amendments to the Indian Telegraph Rules, 1951 are proposed:

AMENDMENTS TO THE INDIAN TELEGRAPH RULES, 1951

Rule No.	Existing Clause	Proposed Amendment
452	Supply of telephone directories – A copy of the telephone directory shall be supplied free of charge for each telephone, extension or party line, rented by the subscriber from any exchange system or private branch exchange or a private exchange. A copy shall also be supplied free of charge for each extension (including extension) from an extension working from a public call office. <i>Additional copies supplied shall be charged for at such rate as may be fixed by the Telegraph Authority from time to time.</i>	Supply of telephone directories – The authorised agency for publication of integrated telephone directory for fixed line telephones shall supply the integrated telephone directory for fixed line telephones on charge basis, either directly or through the access service providers through mutual arrangements, to each subscriber of fixed line telephones who wish to purchase the integrated telephone directory for fixed line telephones at such rate, which shall not exceed the charges as prescribed in the licence or at such rate as may be fixed/determined by the licensor or the Telecom Regulatory Authority of India, from time to time.

453	<p>Entries in telephone directories – For each direct telephone line rented (i.e., for main connections, direct extensions and PBX junction lines) ordinarily only one entry not exceeding one line will be allowed free of charge in the telephone directory to every subscriber. Such entry shall contain the telephone number, the initials, the surname and the address of the subscriber or user. No word which can intelligible be abbreviated shall be allowed to be printed in full. <i>Additional lines may be allowed by the Telegraph Authority at its discretion.</i></p>	<p>453. Entries in telephone directories – For each direct telephone line rented (i.e., for main connections, direct extensions and PBX junction lines) ordinarily only one entry not exceeding one line will be allowed free of charge in the telephone directory to every subscriber. Such entry shall contain the telephone number, the initials, the surname and the address of the subscriber or user. No word which can intelligible be abbreviated shall be allowed to be printed in full. <i>Additional lines may be allowed by the authorised agency for publication of integrated telephone directory for fixed line telephones at its discretion.</i></p>
455	<p>Extra line charges – <i>Extra line in ‘Free of charge’ entries or extra entry will be charged for at such rate as may be prescribed by the Telegraph Authority from time to time.</i></p>	<p><i>Extra line charges – Extra line in ‘Free of charge’ entries or extra entry may be charged for at such rate as may be prescribed by the authorized agency /licensee for publication of integrated telephone directory for fixed line telephones or at such rate as may be fixed/determined by the licensor or the Telecom Regulatory Authority of India, from time to time.</i></p>
456	<p>Charges for central headings in larger type – <i>When five or more telephone lines are rented by an institution, trade or department, a central heading in larger type not exceeding one line may be given free of charge to enable the individual entries to be in small type subject to the total number of lines of entries being limited to the number of free line entries</i></p>	<p>Charges for central headings in larger type – <i>When five or more telephone lines are rented by an institution, trade or department, a central heading in larger type not exceeding one line may be given free of charge to enable the individual entries to be in small type subject to the total number of lines of entries being limited to the number of free line entries admissible. In other cases, central heading in</i></p>

	<p><i>admissible. In other cases, central heading in bold type shall be charged at a rate to be fixed by the Telegraph Authority from time to time.</i></p>	<p><i>bold type may be charged at a rate to be fixed by the authorized agency/licensee for publication of integrated telephone directory for fixed line telephones or at such rate as may be fixed/ determined by the licensor or the Telecom Regulatory Authority of India, from time to time.</i></p>
457	<p>General – <i>Any Telephone Directory provided by the Department shall remain its exclusive property and shall be delivered to it on demand. The department reserves the right to amend or delete any entries in the Telephone Directory at any time and undertakes no responsibility for any omission; and it shall not entertain any claim or compensation on account of any entry in or omission from the Telephone Directory or of any error therein.</i></p>	<p><i>The authorized agency/licensee for publication of integrated telephone directory for fixed line telephones undertakes no responsibility for any omission; and it shall not entertain any claim or compensation on account of any entry in or omission from the Telephone Directory or of any error therein.</i></p>
459	<p>Advertisements. – <i>The Telegraph Authority may publish or allow the publication of advertisements in the body of the telephone Directory.”</i></p>	<p>Advertisements. – <i>The access service licensees providing fixed line telephones and the authorized agency/licensee for publication of integrated telephone directory shall be entitled to publish or advertise about their services in the integrated telephone directory for fixed line telephones, as per the direction, regulation, determination, guidelines issued by the licensor or TRAI, from time to time.</i></p>

AMENDMENTS TO LICENCE AGREEMENTS:

5.2 The following amendments to the Cellular Mobile Telephone Service Licenses and Unified Access Service Licence Agreements are recommended:

(a) Cellular Mobile Telephone Service (first and second licence for service areas other than metro service areas)

Clause	Existing clause	Amended clause
24.10	<i>Publication of Cellular Service Directory</i>	<i>Publication of Cellular Service Directory</i>
24.10.1	<i>The licensee shall publish a Cellular Service Directory containing all commercial information, name, address and number of the subscribers. If a subscriber does not wish to be listed in the directory, the Licensee will be free to delete his name from the directory after taking consent of the subscriber in writing.</i>	24.10.1 Determination of TRAI with regard to publication of telephone service directory containing information of subscribers of Telecom Service shall be applicable and binding. Note: 24.10.2 to 24.10.4 to be deleted after amendment
24.10.2	<i>All the subscribers of the service shall be entitled to one free entry in this directory and any additional information/ specific printing in a particular type at the request of the subscriber may be charged, extra, at a rate to be specified by Department of Telecom.</i>	
24.10.3	<i>Any other charges relating to the directory to be charged from subscribers/ public shall be fixed in consultation with the Department of Telecom.</i>	
24.10.4	<i>The Department of Telecom is entitled to include, free of cost directory information of the Cellular subscribers in the directory published by the DOT for PSTN/ Telex/Data Services etc. and the licensee shall be bound to supply the above information as and when asked for.</i>	
A new clause 24.16 to be added for directory enquiry services		
24.16	<i>Directory Enquiry Service</i>	
24.16.1	Licensee may independently provide to its subscribers, directory enquiry services with names and address of subscribers. Licensee shall facilitate integrated directory enquiry service through other licensed service providers.	

24.16.2	Determination of TRAI with regard to integrated directory enquiry service shall be applicable and binding.
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(b) Cellular Mobile Telephone Service (first and second licence for metro service areas)

Clause	Existing clause	Amended clause
1.8	<i>Publication of Cellular Service Directory</i>	<i>Publication of Cellular Service Directory</i>
1.8.1	The licensee may publish a C.M.T.S. (Cellular Mobile Service) user's directory containing all commercial information, names, address and number of the subscribers. If a subscriber does not wish to be listed in the directory, the Licensee is free to delete his name from the directory after taking concurrence of the subscriber in writing.	1.8.1 Determination of TRAI with regard to publication of telephone service directory containing information of subscribers of Telecom Service shall be applicable and binding.
1.8.2	All the subscribers of the service shall be entitled to one free entry in this directory and any additional information/ specific printing in a particular type at the request of the subscriber may be charged for, extra, at a rate to be specified by Authority.	Note: 1.8.2 to 1.8.4 to be deleted after amendment
1.8.3	Any other charges relating to the directory to be charged from subscribers/ public shall be fixed in consultation with the Authority.	
1.8.4	The Authority reserves the right to include directory information of the cellular subscriber in the directory published by the Authority of PSTN/ Telex/ Data Services etc. and the licensee shall be bound to supply the above information as and when asked for.	
A new clause 1.9 to be added for directory enquiry services		
1.9	Directory Enquiry Service	
1.9.1	Licensee may independently provide to its subscribers, directory enquiry services with names and address of subscribers. Licensee shall facilitate integrated directory enquiry service through other licensed service providers.	
1.9.2	Determination of TRAI with regard to integrated directory enquiry service shall be applicable and binding.	

(c) Cellular Mobile Telephone Service (fourth licence)

30.1	Licensee shall independently provide all emergency and public utility services to its subscribers, including directory information services with names and address of subscribers.	30.1 The licensee shall provide independently or through mutually agreed commercial arrangements with other Service Providers all public utility services including TOLL FREE services such as police, fire, ambulance, railways/road/air accident enquiry, police control, disaster management etc. While providing emergency services such as police, fire, ambulance etc. it shall be ensured that such calls originated shall be delivered to the control room of the concerned authority for the area from where call is originated. 30.2 Licensee may independently provide to its subscribers, directory enquiry services with names and address of subscribers. Licensee shall facilitate integrated directory enquiry service through other licensed service providers. 30.3 Determination of TRAI with regard to integrated directory enquiry service shall be applicable and binding.
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(d) Unified Access Service Licence

29.1	The licensee shall provide independently or through mutually agreed commercial arrangements with other Service Providers all public utility services including TOLL FREE services such as police, fire, ambulance, railways/ road/ air	29.1 The licensee shall provide independently or through mutually agreed commercial arrangements with other Service Providers all public utility services including TOLL FREE services such as police, fire, ambulance, railways/road/air accident enquiry, police control, disaster management etc.
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	<p>accident enquiry, police control, disaster management etc. While providing emergency services such as police, fire, ambulance etc. it shall be ensured that such calls originated shall be delivered to the control room of the concerned authority for the area from where call is originated.</p>	<p>While providing emergency services such as police, fire, ambulance etc. it shall be ensured that such calls originated shall be delivered to the control room of the concerned authority for the area from where call is originated.</p> <p>29.2 Licensee may independently provide to its subscribers, directory enquiry services with names and address of subscribers. Licensee shall facilitate integrated directory enquiry service through other licensed service providers.</p> <p>29.3 Determination of TRAI with regard to integrated directory enquiry service shall be applicable and binding.</p>
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5.3 Similar provisions in the licence agreement for BSNL and MTNL, both for basic service and cellular mobile telephone service, may be made, as indicated below.

Clause	Publication of Telephone Directory	
...	Determination of TRAI with regard to publication of telephone service directory containing information of subscribers of Telecom Service shall be applicable and binding.	
Clause	Directory Enquiry Service	
.....	Licensee may independently provide to its subscribers, directory enquiry services with names and address of subscribers. Licensee shall facilitate integrated directory enquiry service through other licensed service providers.	
....	Determination of TRAI with regard to integrated directory enquiry service shall be applicable and binding.	

5.4 The above recommendations have been proposed also keeping in view the requirements for National Integrated Directory Enquiry Service for which terms and conditions will be sent separately.

ANNEX-1

Government of India
Ministry of Communications & Information Technology
Department of Telecommunications
Sanchar Bhavan, New Delhi – 110 001

D S Mathur
Secretary

D.O. No. 7-3/2007-PHP
October 16, 2007

Dear Shri Mishra,

The Telecom Regulatory Authority of India (TRAI) vide letter No. 305-12/2004-QOS dated 5th May 2005 have given its recommendations on Publication of telephone Directory & Directory Enquiry Services. The recommendations have been examined in DoT. We are of the view that:

1. For fixed telephones:

- (i) There should be SECONDARY SWITCHING AREA(SSA) – wise Integrated Printed Telephone Directory and it should be appropriately priced.
- (ii) The number of copies to be publishing in different languages will depend on the requirement of customers.
- (iii) The agency engaged in publishing of telephone directory may be the incumbent operator.
- (iv) Supply of telephone directory in the form of CD-ROM could be an alternative to the willing customers.
- (v) The operators may maintain their directories on the web.

2. For Mobile Telephones:

- (i) There may not be printed telephone directory for mobile subscribers.

3. For Directory Enquiry Service:

- (i) There should be National Integrated Directory Enquiry Service which would have directory information of fixed telephones as well as mobile telephones (both prepaid and post paid) customers of telecom operators.
- (ii) For fixed telephones opt-out approach and the mobile telephones opt-in approach by the customers should be adopted.
- (iii) The National Integrated Directory Enquiry Service shall be managed by a separate agency.

You are requested to formulate the terms and conditions for:

- (i) SECONDARY SWITCHING AREA(SSA)-wise Integrated Printed Telephone Directory for fixed line telephones including detailed guidelines on the printing of directory, charges to be paid by operators, number of copies etc. for publishing of telephone directory ; and
- (ii) “National Integrated Directory Enquiry Service” for fixed and mobile telephones.

Further, since the license agreement for UASL / fourth mobile operators provides for “ Determination of TRAI with regard to publication of telephone service directory containing information of subscribers of Telecom Service shall be applicable and binding”, you may issue appropriate directions to all the operators, confirming to the above approach.

We shall be doing the needful for amendment in the Indian Telegraph Rules after receipt of the said terms and conditions from TRAI.

With regards,

Yours sincerely,

(D. S. Mathur)

Shri Nirpendra Misra
Chairman
Telecom Regulatory Authority of India
New Delhi

ANNEX.2

The specifications given by the BSNL in its tender for printing of directory (source: Internet, BSNL circle websites) are given below:

S.N	Particulars	Directory one main & two supplementary subsequent issues.		
1.	Description of work and format	This will consist of the following main parts and format. 1. Information pages. 2. Alphabetical List. 3. Govt. Lists of H.P (Central & state) 4. Smaller Exchanges.		
2.	Periodicity	Annual		
3.	Language	English		
4.	Approximate volume	The approximate number of telephone directories and of working number of DELs (Direct Exchange Lines) for which the telephone directory is to be printed year wise is as follows:		
		Year of Issues	No. of telephone Directories	No. of DELs (Direct Exchange Lines)
	Supplementary	2007	30000	1000
	Supplementary	2008	31000	1000
	Main	2009	32000	31000
5.	(i) Directory Size	(a) Un-trimmed size of directory 210 mmx300mm (b) Trimmed size of directory 200mmx280mm (c) Printing size of directory 180mmx260mm		
	(ii) Lines per column	No. of maximum lines to be printed per column shall be 120 lines.		
	(c) Telephone numbers	6 point bold face		
	(d) Main-Headings	Bold face of 6 point		
	(e) Sub headings	Bold face of 6 point		
	(f) Residential Lines	6 point bold face		
	(g) Line Entries in Specified	Same as ordinary and bold type entries groups		
	(h) Page identification	10 point bold		
	(i) Commercial information	8 point bold		
7.	Style of printing	(i) Columns per page =Three(3)		

	<p>(ii) No space shall be left in between the lines having bold entries.</p> <p>(a) There shall be no punctuation in the name portion of an entry including initials and prefixes but an equivalent space shall be left instead.</p> <p>(b) A Semi colon (;) shall be used after the name to separate it from address.</p> <p>(c) In all other cases, there shall be space of one digit after first four digits between the component digits of a number from the right.</p> <p>(d) Telephone numbers shall be printed in bold type and there shall be no hyphen in between the digits.</p> <p>(e) In bold type entries the name shall be bold type. The address shall in an ordinary type.</p> <p>(f) Leaders (Dotted lines) shall be printed between the end of an entry and the telephone number leaving one or two letter space from the telephone number. Leader should be omitted to avoid printing of second line wherever feasible.</p> <p>(g) Where there is more than one entry for a number. A bracket shall be provided before the telephone numbers. Similarly where more than one number appears against the same entry, bracket shall be provided against the entry.</p> <p>(h) The address portion shall be printed without space or punctuation between component figures or words except a short hypen (-) before postal zone number. The difference in components words in the address are certified by first letter being in capital i.e. 51/27 were Karol bagh-5 Nirmal House. V Norman Rd.1</p> <p>(i) In case of ambiguity in the above, one space equivalent to a letter shall be introduced between the house number of name and road or the street name to distinguish clearly the two parts of the address e.g.</p> <table data-bbox="630 1765 1460 1877"> <tr> <td>Incorrect</td> <td>Correct</td> </tr> <tr> <td>36 CRA Kidwai RD- 19</td> <td>36C RA Kidwai RD-19</td> </tr> <tr> <td>46th RD-54</td> <td>46 5th RD-54</td> </tr> </table> <p>(j) Where an entry spreads over two lines, the name portion shall be in the first line and the address portion in the second line. In such cases the second line shall be started from the right leaving</p>	Incorrect	Correct	36 CRA Kidwai RD- 19	36C RA Kidwai RD-19	46th RD-54	46 5th RD-54
Incorrect	Correct						
36 CRA Kidwai RD- 19	36C RA Kidwai RD-19						
46th RD-54	46 5th RD-54						

		<p>two letters space between the address & the telephone numbers.</p> <p>In exceptional cases where address cannot be accommodated in the second line and a third line would otherwise become necessary, the space available in the first line shall also be used for part of the address.</p> <p>(k) In case of subscribers with two or more lines. Such as PBX subscribers, the entries are grouped under heading with name in bold type & if necessary, the address in ordinary type. In listing the entries following principles shall be flowed</p>
8.		<p>(k) (a) All such entries bellow a heading is offset by two letters space from the left.</p> <p>(b) Sub headings are offset by two letters space to the right hand from the normal entry.</p> <p>(c) All entries below a sub heading are further offset by two letters space to the right from sub heading.</p> <p>(d) No extra space is left above or below from the sub headings.</p> <p>(l) Where a group entry is required to be continued on the next page.</p> <p>(a) The word continued in the italics within brackets is introduced below the last line of the third column of the page.</p> <p>(b) The name portion of the main entry (non sub heading) in bold type followed by word (continued0 at top of first column on the next page.</p> <p>(m) Bold Types are compulsory in the followings cases:</p> <p>(a) Heading for grouped entries is only name portion is in bold; and address in ordinary type.</p> <p>(b) All sub headings (in upper and lower characters)</p> <p>(n) Page identification includes.</p> <p>(a) The first word of the first and last entry on page with a (-) in between.</p> <p>(b) Second word in addition to the first word where the first word in the first and the last entry is same.</p> <p>(c) Name of exchange.</p> <p>(d) Alphabetic Headings A,B,C,D,-----Z.</p> <p>(o) Bold types shall be used for page identification page numbers and words in italic in 10 point and the rest in 10 point.</p> <p>(p)Fax number can be included under the usual heading. To differentiate a suffix 'F' can be added at the end. For example No. 616453-F will appear for a fax connection.</p>
9.	General Layout	As per specification sheet attached.
10.	Paper to be used	Paper shall be arranged by the printer in the size of

	by printer.	<p>by printer</p> <p>(a) White printing paper 48 GSM. Substance-A-4 size of IS-1848-1981 for:</p> <p>(i) Information pages.</p> <p>(ii) Alphabetic Lists</p> <p>(iii) Govt. Lists</p> <p>(iv) Specified Groups, if any</p> <p>(v) Addenda, if any</p> <p>(b) Light Green colour of 48 GSM</p> <p>(i) Govt. Portions (Central & State Govt.)</p> <p>(c) Light Pink colour of 48 GSM</p> <p>i) Smaller Exchange</p> <p>Cover Paper: Thin Carton Board or Box Borad of 130 GSM substance glazed on one side.</p> <p>Note:</p> <p>(i) Test report for the acceptability of the quality of the printing paper to be used by the printer shall be obtained from the Testing Agencies if so desired by the TDM Kullu or his authorized representative. The TDM Kullu will have discretion to do so and his decision shall be final to accept or reject the quality and size of the paper other than specified and approved make and quality.</p> <p>(ii) All kinds of paper of be used shall be acquired from reputed manufactures only. Manufacture's name shall be mentioned on the sample papers to be submitted along with the tender quotation.</p>
11.	Printing Binding	Printing shall be done on good quality offset printing machines. Binding shall be perfect binding (i.e. fully gummed binding) on good quality state of art binding machines.
12.	Column Instructions	<p>(a) There shall not any lines dividing the Columns as well as at the top and bottom of the printed matter on a page (the Specimen page enclosed).</p> <p>(b) In any entry, no gap will be allowed after full stops and comas and only single spacing in between the running matter will be permissible. The second line of the entry should be started only when the first line is full utilized leaving only 1/2cms space between the words, and telephone numbers. After the wording in an entry are over leaders should be utilized in the remaining space.</p>
13.	Proof	(a) Xerox copies of the pages to be printed shall be furnished by the contractor, if so required by TDM Kullu or his representative, at the cost of printer. The correctness of the material contained in the pages in accordance with the input materials supplied by the Department is the sole responsibility of the contractor. Last minutes

		changes as indicated by the TDM Kullu are to be incorporated by the supplier free of cost. (b) Minimum three proofs are required each in duplicate and each proof will be returned after carrying out corrections where necessary within maximum period of one week. The printer shall incorporate all the amendments indicated by the department.
14.	Time Schedule	(a) Galley proof sufficient to cover 20 pages in three columns should be returned daily commencing from the fifth day after the delivery of manuscript to the supplier. Three copies of the galley should be supplied to the department. The floppy disks and/or manuscript of the alphabetic list of subscribers of SSA with updated information will be made over to the printer by the TDM Kullu. After completion of all office formalities relating in the tender contract. (b) 2nd Galley proof in triplicate to the deptt. within 2 days from the receipt of corrected first galley. (c) Proofs of advertisements to be supplies to department within five days of receipt of copy layout of matter from the advertisers. (d) First page proof within two days of receipt of corrected 2nd galley proof. Three copies of the proofs should be supplied to the department. (e) Second page proof within three days of receipt of the corrected first page proof. (f) Print order will be given on the first page proof or on the second page proof if required.
15.	Delivery period of printed Directories.	Within 90 days of receipt of last batch of input material to the supplier.
16.	Packing	The printed copies of telephone directory are to be delivered in convenient bundles of equal size normally 10-15 numbers per bundle. All bundles will be properly wrapped for protective covering at all the edges & tied strongly with plastic strings to avoid damages.
17.	Manuscript of Main directory	Twenty registers of size 35cm X 60 cm duly binded with hard card board on both sides with leather. Bindings as per instructions from the office. Equal number of such register will be supplied by the supplier for the issue of main telephone directory for preparation of data for next issue.
18.	Special Instructions	(i) The printer shall incorporate all amendments indicated by the Department in the proofs and check their accuracy before putting. (ii) Galley and page proofs should be clearly read in the press to avoid any typographical punctuation or

		<p>other printing errors at their entire responsibilities.</p> <p>(iii) Certain pages of Govt. Portion will be printed on colored paper, preferably in light green & pink colours as specified under "Description of Work" under item.1.</p> <p>(iv) Specimens sheet (six copies printed on the machine proposed to be used for execution of this job may also please be sent with the tender.</p> <p>(v) Suitable office facilities should be provided to the representatives of TDM Kullu in the workshop of the Printing Press to watch the progress so that the job may proceed in smooth and efficient manner without any hindrance.</p> <p>(vi) The listing will be re-classified.</p> <p>(vii) There will be no spacing in between the lines and the press will be responsible for making the best use of space in one line in conformity with approved style of printing.</p>
19.	Directory Format	<p>Brief particulars of the various other items are given below:</p> <p>(a) Front Cover: The upper one third portion of the front cover shall be reserved for the title of the Directory, Month of issue, Police, Fire, Ambulance and emergency services telephone numbers. The lower two third will be reserved for BSNL publicity <u>full</u> inside front cover may be available for Multicolor advertisement. Two pages after the front fly leafs shall be reserved for public utility services.</p> <p>(b) The Information pages: The information pages shall printed immediately after public utility services as per manuscript/input material supplied by the department. Advertisement shall not be permitted in the information pages.</p> <p>(c) Alphabetical List: This shall be main portion of Main Telephone Directory listing telephone Subscribers of Central, State Govt. Smaller exchanges served by the Telephone System in areas covered by the SSA. Three (3) column format shall be adopted for the alphabetical lists. Central, State Govt. & Smaller exchanges.</p> <p>(d) Addendum and Corrigendum: The addenda and corrigendum, if any, containing telephone numbers opened, closed or changes and shifted including name and address after the printing of the alphabetical lists and corrigendum for the alphabetical lists of main telephone directory.</p> <p>(e) Back Cover/Inside Cover: The outside and inside back cover may be available for coloured advertisements by the contractor.</p>

		<p>(f) Spine: Upper one third shall be reserved for title of the directory and the lower two thirds may be available for coloured advertisement.</p> <p>(g) Page Numbers: There shall be separate pages numbering for information pages, Alphabetical lists.</p> <p>(h) Contents/Index page: The contents/index page shall be compiled and printed immediately after the pages "Telephone Number frequently called" in the beginning. This shall cover all pages of the Telephone Directory issue 2007 & subsequent annual issues.</p>
20.	Supplementary Directory	<p>(i) The supplementary directory will contain all business numbers in addition to the new and changed number with Yellow pages. All the technical specification will be as per main directory issue as mentioned above.</p> <p>(ii) Information pages in the supplementary directories will be limited to 20 pages.</p>