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|  | **Document EG-ITRs-5/3** |
| **12 August 2025** |
| **English only** |
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| Contribution by Hill |
| Proposed revisions to the draft final report |
| **Purpose**To present some revisions to the proposed final report of the EG-ITRs to Council. **Action required**The Expert Group on the International Telecommunication Regulations is invited to **consider** this document.\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_**References***Document* [*EG-ITRs-5/2*](https://www.itu.int/md/S25-EGITRS5-C-0002/en) *(Chair’s draft final Report); Council* [*Resolution 1379*](https://www.itu.int/md/S23-CL-C-0121/en) *(Terms of Reference); Council document* [*C22/26*](https://www.itu.int/md/S22-CL-C-0026/en) *(Final report of previous EG-ITRs); Documents* [*EG-ITRs-2/20*](https://www.itu.int/md/S24-EGITRS2-C-0020/en)*,* [*EG-ITRs-2/21*](https://www.itu.int/md/S24-EGITRS2-C-0021/en)*,* [*EG-ITRs-3/12*](https://www.itu.int/md/S24-EGITRS3-C-0012/en)*,* [*EG-ITRs-4/9*](https://www.itu.int/md/S25-EGITRS4-C-0009/en) *(Reports of previous meetings),* [*EG-ITRs-4/4*](https://www.itu.int/md/S25-EGITRS4-C-0004/en)*,* [*EG-ITRs-4/5*](https://www.itu.int/md/S25-EGITRS4-C-0005/en) |

**Summary**

This contribution proposes some revisions to the Chair’s draft for the final Report to Council of the EG-ITRs, based on the outline agreed at the previous meeting (see the Annex of the Report of the previous meeting), on the contributions submitted to previous meetings of the EG-ITRs, on the discussions summarized in the reports of the previous meetings of the EG‑ITRs, and on the final report of the previous EG-ITRs.

What follows are proposed revisions, shown as Rev Marks for the final Report of the Group.

# 1 Introduction and background

## 1.1 Introduction

**1.1.1** In accordance with [ITU Plenipotentiary Resolution 146 (Rev. Bucharest, 2022)](https://www.itu.int/en/council/Documents/basic-texts/RES-146-E.pdf), and [Council Resolution 1379 (Mod. 2023)](https://www.itu.int/md/S19-CL-C-0139/en), the Expert Group on the International Telecommunication Regulations (EG-ITRs), open to all Member States and Sector Members, was reconvened in 2023. This document is the final report of the Expert Group to Council 2026.

**1.1.2** In the sections below, the report provides an overview of the background of the Group, the activities carried out by the Group, the summary of views of members, and the potential way forward in respect of the ITRs.

**1.1.3** The Council is invited to examine this report of EG-ITRs and submit it to the 2026 Plenipotentiary Conference with the Council's comments.

## 1.2 Background

**1.2.1** In accordance with Article 4 "Instruments of the Union" of the ITU Constitution, the International Telecommunication Regulations (ITRs) are one of the two Administrative Regulations included in the list of Instruments of the Union (paragraph 29 of the Constitution).

Two versions of the ITRs exist: the 1988 ITRs and the 2012 ITRs. Background information concerning the two versions are available [here](https://www.itu.int/en/wcit-12/Pages/itrs.aspx).

**1.2.2** At its 2016 session, the ITU Council, in accordance with ITU Plenipotentiary Resolution 146 (Rev. Busan, 2014), created an Expert Group on the International Telecommunication Regulations, open to all Member States and Sector Members. The Group, chaired by Mr Fernando Borjón (Mexico), held four meetings in 2017-2018. The final report of the Group, along with the comments of Council 2018, was submitted to ITU Plenipotentiary Conference 2018 and is available [here](https://www.itu.int/en/council/eg-itrs/Pages/default.aspx).

**1.2.3** At its 2019 session, the ITU Council, in accordance with ITU Plenipotentiary [Resolution 146 (Rev. Dubai, 2018)](https://www.itu.int/en/council/Documents/basic-texts/RES-146-E.pdf), reconvened the Expert Group on the International Telecommunication Regulations, open to all Member States and Sector Members. The Group, chaired by Mr. Lwando Bbuku (Zambia) along with the following Vice Chairs: Mr. Guy-Michel Kouakou (Africa Region), Mr. Santiago Reyes-Borda (Americas Region), Mr. Xiping Huang (Asia-Pacific Region), Mr. Aleksei S. Borodin (CIS Region), Mr. Simon van Merk​om (Europe Region) and Mr. Ahmed Al-Raghy, 2019-2021 (Arab States)/Ms. Shahira Selim (Arab States) 2021-2022, held six meetings in 2019-2022. The final report of the Group, along with the comments of Council 2022, was submitted to the ITU Plenipotentiary Conference 2022 and is available here.

**1.2.4** The 2022 Plenipotentiary Conference, [Resolution 146 (Rev. Bucharest, 2022)](https://www.itu.int/en/council/Documents/basic-texts/RES-146-E.pdf), recalling the report of the reconvened Expert Group on the International Telecommunication Regulations, resolved to continue consideration of issues relating to the ITRs, including their review. As per the instructions of [Resolution 146 (Rev. Bucharest, 2022)](https://www.itu.int/en/council/Documents/basic-texts/RES-146-E.pdf), the Council 2023 reconvened the [Expert Group on the International Telecommunication Regulations (EG-ITRs)](https://www.itu.int/en/council/Pages/eg-itrs.aspx), open to all Member States and Sector Members for this purpose.

**1.2.5** The Terms of Reference for the EG-ITRs, specified in [Council Resolution 1379 (Mod. 2023)](https://www.itu.int/md/S19-CL-C-0139/en), are as follows:

 *1 On the basis of contributions submitted by Member States, Sector Members and inputs from the Directors of the Bureaux if necessary, the EG-ITRs shall continue to review the ITRs.*

 *2 Taking into consideration the work of the previous two Expert Groups, the review may consider, among others:*

 *a) new trends in telecommunications/ICT and emerging issues in international telecommunications/ICT environment which may impact the ITRs,*

 *b) empirical data on the current use of the ITRs by operating agencies and/or administrations and the proportion of global telecommunication services which now rely on the ITRs, and*

 *c) the relevance of the ITRs which “consist of high-level guiding principles” in the current telecommunication/ICT environment.*

 *3 The EG-ITRs will present a progress report reflecting all views on the ITRs review to Council 2024 and Council 2025, and a final report to Council 2026 for examination and submission to the 2026 Plenipotentiary Conference with the Council’s comments.*

**1.2.6** Council 2023 appointed Ms Shahira Selim (Egypt) as the Chair of the Group. Council 2023 also appointed six Vice-Chairs as follows:

a) Africa Region - Mr Guy-Michel Kouakou (Côte d'Ivoire)

b) Americas Region - Ms Ena Dekanic (United States)

c) Arab States - Mr Omar Ali Alnemer (United Arab Emirates)

d) Asia-Pacific Region - Mr Sunil Singhal (India)

e) CIS Region - Mr Ulugbek Azimov (Uzbekistan)

f) Europe Region - Mr Vilem Vesely (Czech Republic)

**1.2.7** In accordance with [Council Res. 1379 (Mod. 2023)](https://www.itu.int/md/S19-CL-C-0139/en), EG-ITRs held six meetings. All documents and reports related to the meetings of the EG-ITRs can be found on the [EG-ITRs website](https://www.itu.int/en/council/Pages/eg-itrs.aspx), as well as webcast archives of all the meetings.

# 2 Activities of the EG-ITRs

The reports as well as the documents of the six meetings are transmitted to the Council for information:

## 2.1 First meeting, 16 October 2023 ([see report](https://www.itu.int/md/S24-EGITRS2-C-0020/en)): At the first meeting, the EG-ITRs deliberated on the contributions received, with the discussion focusing on the work plan proposals.

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| **Contributions received at the first meeting** | – Agenda (Doc. [EG-ITRs-1/1](https://www.itu.int/md/S23-EGITRS1-C-0001/en))– Overall considerations (Doc. [EG-ITRs-1/2](https://www.itu.int/md/S23-EGITRS1-C-0002/en)): Contribution by Hill– Proposal for working methods and work plan of EG-ITRs (Doc. [EG-ITRs-1/3](https://www.itu.int/md/S23-EGITRS1-C-0003/en)): Contribution by Hill – On the structure of the interim and final reports of the EG-ITRs to the Council on the results of studying issues relating the ITRs, including its consideration, and the work plan of the EG-ITRs for the period of 2024-2026 (Doc. [EG-ITRs-1/4](https://www.itu.int/md/S23-EGITRS1-C-0004/en)): Contribution by Armenia and the Russian Federation– Review of the International Telecommunication Regulations and working methods (Doc. [EG-ITRs-1/5](https://www.itu.int/md/S23-EGITRS1-C-0005/en)): Contribution by Bulgaria, Czech Republic, Denmark, Germany, Hungary, Romania, Spain, Sweden, United Kingdom– Work plan proposal for EG-ITRs (Doc. [EG-ITRs-1/6](https://www.itu.int/md/S23-EGITRS1-C-0006/en)): Contribution by Bulgaria, Czech Republic, Denmark, Germany, Hungary, Romania, Spain, Sweden, United Kingdom– Support to the Revision of the ITRs (Doc. [EG-ITRs-1/7](https://www.itu.int/md/S23-EGITRS1-C-0007/en)): Contribution by Ghana – Proposal for the work of the EG-ITRs (Doc. [EG-ITRs-1/8](https://www.itu.int/md/S23-EGITRS1-C-0008/en)): Contribution by Egypt and the Kingdom of Saudi Arabia– Periodic Review of the International Telecommunication Regulation – Discussion on the work plan and ToR of EG‑ITRs, based on PP Res. 146 (Rev. Dubai, 2022) and Council Res. 1379 (Mod. 2023) (Doc. [EG-ITRs-1/9](https://www.itu.int/md/S23-EGITRS1-C-0009/en)): Contribution by China and South Africa.The following contribution was submitted late and was not considered at the first meeting:– Proposal for working methods and work plan of EG-ITRs (Doc. [EG-ITRs-1/10](https://www.itu.int/md/S23-EGITRS1-C-0010/en)): Contribution by Hill |

## 2.2 Second meeting, 29-30 January 2024 ([see report](https://www.itu.int/md/S24-EGITRS2-C-0021/en)): At the second meeting, a work plan was approved by the meeting with the understanding that it provides guidance for the work of the Group and does not limit any members to submit contributions in line with Resolution 146 (Rev. Bucharest, 2022) and Council Resolution 1379 (Amended 2023). The Group agreed that the meeting reports of the meetings held in October and January would be merged and consolidated to be presented to the Council as Progress Reports in 2024 and 2025 respectively.

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| **Contributions received at the second meeting** | – Agenda ([Doc. EG-ITRs-2/1](https://www.itu.int/md/S24-EGITRS2-C/en))– Proposal for request for empirical data ([Doc. EG-ITRs-2/2](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Empirical data on industry requests ([Doc. EG-ITRs-2/3](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Liaising with WTO ([Doc. EG-ITRs-2/4](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Use of AI in international telecommunication services ([Doc. EG-ITRs-2/5](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Routing of international numbers ([Doc. EG-ITRs-2/6](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Proposal for structure of final report ([Doc. EG-ITRs-2/7](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Items for the final report [(Doc. EG-ITRs-2/8](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Proposed revisions to the Draft report of the first meeting of the Expert Group on the International Telecommunication Regulations, 2023-2026 (EG-ITRS) [(Doc. EG-ITRs-2/10](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Hill– Work plan proposal for EG-ITRS [(Doc. EG-ITRs-2/11](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Czech Republic, Bulgaria, Croatia, Denmark, Germany, Hungary, Latvia, Netherlands (Kingdom of the), Poland, Portugal, Romania, Slovakia, Spain, Sweden, United Kingdom– Findings of the previous two Expert Groups [(Doc. EG-ITRs-2/12](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Czech Republic, Bulgaria, Croatia, Denmark, Germany, Hungary, Latvia, Netherlands (Kingdom of the), Poland, Portugal, Romania, Slovakia, Spain, Sweden, United Kingdom – Updating General Secretariat documents concerning preparations for the World Conference on International Telecommunications 2012 and preparation of new documents on legal and procedural aspects of the examination and revision of the International Telecommunication Regulations (ITRs), as well as procedures for accession thereto ([Doc. EG-ITRs-2/13](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by [Russian Federation](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Russian%20Federation), [Armenia](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Armenia), [Belarus](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Belarus), [Kyrgyzstan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Kyrgyzstan), [Tajikistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Tajikistan), [Uzbekistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Uzbekistan)– Proposals on reviewing of the ITRs ([Doc. EG-ITRs-2/14](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by [Russian Federation](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Russian%20Federation), [Armenia](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Armenia), [Belarus](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Belarus), [Kyrgyzstan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Kyrgyzstan), [Tajikistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Tajikistan), [Uzbekistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Uzbekistan)– Problematic issues related to the application of the ITRs ([Doc. EG-ITRs-2/15](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by [Russian Federation](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Russian%20Federation), [Armenia](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Armenia), [Belarus](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Belarus), [Kyrgyzstan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Kyrgyzstan), [Tajikistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Tajikistan), [Uzbekistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Uzbekistan)– On the structure of the final report of the EG-ITRs and the work plan of the EG-ITRs for the period 2024-2026 ([Doc. EG-ITRs-2/16](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by [Russian Federation](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Russian%20Federation), [Armenia](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Armenia), [Belarus](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Belarus), [Kyrgyzstan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Kyrgyzstan), [Tajikistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Tajikistan), [Uzbekistan](https://www.itu.int/md/meetingdoc.asp?lang=en&parent=S24-EGITRS2-C&source=Uzbekistan)– Empirical data on the current use of the ITRs by operating agencies and/or administrations and the proportion of global telecommunication services which now rely on the ITRs ([Doc. EG-ITRs-2/17](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Ghana, Kenya, South Africa, Tanzania– New Trends in Telecommunications/ICTs and Emerging Issues in International Telecommunications/ICTs Environment which may impact the ITRs ([Doc. EG-ITRs-2/18](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by Ghana, Kenya, South Africa, Tanzania– Overall U.S. views on the current review of the ITRs ([Doc. EG-ITRs-2/19](https://www.itu.int/md/S24-EGITRS2-C/en)): Contribution by United States |

## 2.3 Third meeting, 30 September – 1 October 2024 ([see report](https://www.itu.int/md/S24-EGITRS3-C-0012/en)): At the third meeting, the Group deliberated on the contributions received, including those on new trends which may impact the ITRs, empirical data on the current use of the ITRs, format and content of the Group’s Final Report to Council 2026, and other general contributions.

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| **Contributions received at the third meeting** | – Agenda ([Doc. EG-ITRs-3/1](https://www.itu.int/md/S24-EGITRS3-C/en))– Overall considerations and detailed analysis [(Doc. EG-ITRs-3/2](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Hill– Liaising with WTO [(Doc. EG-ITRs-3/3](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Hill– Items for the final report [(Doc. EG-ITRs-3/4](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Hill– Updating certain documents [(Doc. EG-ITRs-3/5](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Hill– Challenges in the provision of telecommunication services by non-geostationary satellites in low-Earth orbit [(Doc. EG-ITRs-3/6](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Côte d'Ivoire, Cameroon, South Africa, Tanzania– Evidence of the use of the ITRs by operating agencies in Europe [(Doc. EG-ITRs-3/7](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Czech Republic, Bulgaria, Croatia, Denmark, Netherlands (Kingdom of the), Romania, Sweden, United Kingdom– ITRs provisions that address operating agencies [(Doc. EG-ITRs-3/8](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Egypt– Empirical data on the current use of the ITRs by operating agencies and/or administrations and the proportion of global telecommunication services which now rely on the ITRs [(Doc. EG-ITRs-3/9](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by Tanzania– Further United States observations on the current review of the ITRs [(Doc. EG-ITRs-3/10](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by United States– New trends and issues emerging in the global telecommunication/ICT environment with potential effects on the International Telecommunication Regulations [(Doc. EG-ITRs-3/11](https://www.itu.int/md/S24-EGITRS3-C/en)): Contribution by China |

## 2.4 Fourth meeting, 20-21 February 2025 ([see report](https://www.itu.int/md/S21-EGITR4-C-0008/en)): At the fourth meeting, the Group deliberated on the contributions received, with the meeting agreeing on an outline of the Final Report to Council 2026 as set out in Annex 1 to the Fourth Meeting Report. The Group also requested that the Management Team and the Secretariat produce a first draft version of the Final Report at least one month before the next meeting of the EG-ITRs.

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| **Contributions received at the fourth meeting** | – Agenda [(Doc. EG-ITRs-4/1](https://www.itu.int/md/S25-EGITRS4-C/en))– Importance of Special Arrangement [(Doc. EG-ITRs-4/2](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Proposal for structure of final report [(Doc. EG-ITRs-4/3](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Items for the final report annex [(Doc. EG-ITRs-4/4](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Items for the final report [(Doc. EG-ITRs-4/5](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Work plan [(Doc. EG-ITRs-4/6](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Possible consensus item [(Doc. EG-ITRs-4/7](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Hill– Considerations for the final report of the EG-ITRs [(Doc. EG-ITRs-4/8](https://www.itu.int/md/S25-EGITRS4-C/en)): Contribution by Bulgaria, Belgium, Czech Republic, Germany, Lithuania, Netherlands (Kingdom of the), Sweden, United Kingdom |

## 2.5 Fifth meeting, fill in (see report): At the fifth meeting, Summarize Report

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| Contributions received at the fifth meeting | FILL IN |

## 2.6 Sixth meeting, fill in (see report): At the sixth meeting, the EG-ITRs discussed and finalized this Report and also approved the Sixth Meeting Report

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| Contributions received at the sixth meeting | FILL IN |

# 3 Summary of views

3.1 Various views and contributions were filed during the work of the EG-ITRs between 2023 and 2026.

3.2Divergent views were expressed by the members while studying the items listed under section 2 of the EG-ITRs Terms of Reference (ToR).

3.3 Some members were of the view that they do not see a problem with having two versions of the ITRs, as the Vienna Convention clarifies which text applies in specific circumstances. Some members were of the view that it is important to have a single ITRs applied by all Member States, similar to the Radio Regulations. The presence of two versions of the ITRs is viewed by some as a hindrance to their functionality and the image of the ITU.

3.4 Some members were of the view that it was appropriate to review the ITRs provision-by-provision, in accordance with the items listed under section 2 of the ToR. Some members were of the view that such a provision-by-provision review was outside the scope of the ToR.

3.5 The provision-by-provision review carried out by some members is set forth in Annex 1 to this Report.

3.6 A summary of the divergent views with respect to the items listed under section 2 of the ToR is set forth here:

*a)* *With respect to**new trends in telecommunications/ICT and emerging issues in international telecommunications/ICT environment which may impact the ITRs*, some members expressed that there is a fundamental incompatibility with the use of an inflexible treaty instrument to attempt to regulate a dynamic, competitive international telecommunications/ICT marketplace. Some members expressed the view that the ITRs should be revised to take into account new and emerging issues, such as (listed in no particular order): Internet of Things; connectivity technologies (FTTH, 5G, and satellite); Artificial Intelligence; cybersecurity; network security; technological evolution; adjacent services from OTTs; separation of infrastructure and service layers; decreasing voice revenues; reduction in CDRs; taxation; collection charges; E-commerce and digital trade; spam; the provision of telecommunication services by non-GSO satellite; digital divide; privacy and data protection.

*b)* *With respect to* *empirical data on the current use of the ITRs by operating agencies and/or administrations and the proportion of global telecommunication services which now rely on the ITRs,* some members expressed the view that Sector Members and other leading global network operators have repeatedly established that the vast majority of operators worldwide no longer use the ITRs and instead rely on commercial arrangements. Some members expressed the view that operators in their jurisdiction do rely on the ITRs. Some members expressed the view that, while most operators do not explicitly refer to the ITRs in their commercial contracts, however they rely on the ITRs in order to avoid having to use the accounting rate system; transparency would be improved if all Member States could agree to the provisions of Article 8 of the 2012 ITRs.

*c)* *With respect to* *the relevance of the ITRs which “consist of high-level guiding principles” in the current telecommunication/ICT environment,* some members expressed the view that the ITRs are of limited relevance in today’s international telecommunications/ICT environment. Some members expressed the view that high-level guiding principles remain relevant, and that these should be set forth in the ITRs. Some members expressed the view that the accounting rate provisions of the ITRs are no longer relevant at the international level and could be abrogated – if they are used within regions, they can be incorporated in regional agreements as appropriate. Some members expressed the view that certain provisions of the ITRs could be abrogated, while other provisions of the 2012 ITRs remain relevant.

*d)* *With respect to* *the other issues considered,* some members expressed the view that references to private parties are not needed in the ITRs because the matter is covered by the ITU Constitution; that is, without prejudice to the question of whether or not the ITRs should or should not be revised, in principle, the ITRs should focus on Member States, not private parties, and references to operating agencies, private recognized operating agencies, recognized operating agencies, and authorized operating agencies are not needed in light of Article 6 of the Constitution. Some members expressed the view that there is no need to consider this matter. Some members expressed the view that, if the ITRs are revised, it may be appropriate for them to include references to private parties. Some members expressed the view that work in international trade agreements overlaps or possibly conflicts with work in ITU, and that coordination and liaison with the World Trade Organization (WTO) should be improved, in particular with respect to the work of the WTO Joint Statement Initiative (JSI) on e-commerce. Some members expressed the view that there is no need for additional coordination or liaison in this respect.

# 4 Overall observations

4.1 Some members expressed the view that there is no reason to envisage any changes to the current two versions of the ITRs.

4.2 Some members expressed the view that the existence of two versions of the ITRs is undesirable.

4.3 Some members expressed the view that the successful deployment and use of telecommunication services and applications worldwide has been facilitated by the 1988 and 2012 ITRs, in particular the provisions on Special Arrangements.

4.4 Some members expressed the view that the ITRs should be revised in order to accommodate new trends in telecommunications/ICT and emerging issues in international telecommunications/ICT environment. In particular, the development of the new generation of information and communication technologies and their integration with the industry have brought great opportunities to global telecommunications/ICT, as well as many new international issues and challenges; the review and revision of the ITR should take into account new trends and issues, respond to the issues above, effectively address the difficulties faced by developing countries, and maintain the stability of the ITR international legal framework.

# 5 Potential way forward

5.1 As detailed above, members expressed divergent views regarding various proposed potential ways forward.

5.2 Some members suggested that possible ways forward include the following (listed in no particular order):

*a)* Suspend discussions on the ITRs until such time as there is consensus on how to proceed.

*b)* Convene another EG-ITRs in order to attempt to find consensus on how to proceed.

*c)* Convene a WCIT, and its preparatory process, in order to revise the ITRs.

*d)* Convene a mini-WCIT, back to back with a WTSA, to abrogate the substance of the ITRs, or, if possible, to abrogate the ITRs entirely.

# 6 Summary of the report

6.1 This report summarizes the work conducted by the Expert Group on the International Telecommunication Regulations (EG-ITRs) between 2022 and 2025, pursuant to ITU Plenipotentiary Resolution 146 (Rev. Bucharest, 2022) and Council Resolution 1379 (Mod. 2023). The EG-ITRs, composed of Member States and Sector Members, was tasked with reviewing the International Telecommunication Regulations (ITRs) considering evolving global trends, technological developments, and current regulatory practices. The report recalls the historical background of the ITRs, the existence of two versions (1988 and 2012), and outlines the Group’s mandate to examine their relevance and use. The Council is invited to examine this report and submit it to the 2026 Plenipotentiary Conference with its comments.

6.2 Between 2023 and 2025, the Group held six meetings and reviewed a wide range of contributions from Member States and Sector Members. Topics covered included working methods, emerging issues (e.g., AI, OTT services, non-GSO), empirical data, and structural proposals for the final report. A comprehensive work plan was adopted, and discussions were consolidated into a draft reflecting the variety of perspectives on the future role and structure of the ITRs.

6.3 The EG-ITRs discussions revealed diverse views on the relevance and future of the International Telecommunication Regulations. Some members supported maintaining two versions of the ITRs, while others called for a unified text. Views diverged on whether the ITRs should be revised provision by provision and whether they remain suitable for addressing emerging issues such as AI, cybersecurity, non-GSO satellites, and digital trade. While many operators now rely on commercial agreements, some members noted continued use of the ITRs, especially to avoid the accounting rate system. Opinions also differed on whether high-level principles in the ITRs remain relevant, with calls to abrogate outdated provisions. The need to reference private parties and to coordinate with the WTO on digital trade was also debated. Some members concluded that ICT growth has been driven more by national policies and public-private partnerships than by the ITRs themselves. Some members were of the view that that ICT growth has been facilitated by the ITRs.

6.4 Possible options proposed by members include:

– suspending discussions until broader consensus is reached;

– convening a new EG-ITRs for further examination;

– organizing a full or mini WCIT (World Conference on International Telecommunications) to either revise, streamline, or abrogate the ITRs.

6.5 These scenarios reflect the range of perspectives within the group and the need for continued dialogue on the future of international telecommunications regulation.

6.6 Members thanked the Sector Members who participated actively in the discussions of the Group and presented contributions that aided the review process, including through regional consultations.

6.7 The Expert Group expressed its sincere appreciation to the Chair and Vice Chairs of the Group as well as to the Secretariat who have tirelessly and devotedly contributed to the completion of this task.

Annex 1

Provision by provision review

A1.1 As noted in the body of the present report, some members were of the view that it was appropriate to review the ITRs provision-by-provision, in accordance with the items listed under 2 of the ToRs. Some members were of the view that such a provision-by-provision review was outside the scope of the ToRs.

A1.2 The 2012 ITRs can be found [here](https://www.itu.int/pub/S-CONF-WCIT-2012/en). The 1988 ITRs can be found [here](https://www.itu.int/pub/T-REG-ACT-1988). The text of both versions can be found in Document [EG-ITRs-4/4](https://www.itu.int/md/S25-EGITRS4-C-0004/en).

A1.3 The provision-by-provision review carried out by some members is set forth in this Annex. The references below to specific provisions are the margin numbers of the 2012 ITRs. For example, provision 1 is the first paragraph of the Preamble.

A1.4 The rationale for the views expressed below can be found in Documents [EG-ITRs-3/2](https://www.itu.int/md/S24-EGITRS3-C-0002/en) and [EG-ITRs-4/4](https://www.itu.int/md/S25-EGITRS4-C-0004/en).

A1.5 *With respect to**new trends in telecommunications/ICT and emerging issues in international telecommunications/ICT environment which may impact the ITRs,* some members expressed the view that the following provisions should be revised: 29, 49, 50, 51, 63, 64, 76. Specifically:

 **29**: in order to accommodate new trends, consideration should be given to replacing the text of this provision (Article 3.3) with new provisions along the following lines:

*a)*Member States shall ensure, through national regulation, that all international numbering resources assigned and published by ITU can be dialed and are routed in their jurisdictions.

*b)*Member States shall endeavour to ensure that artificial intelligence (AI) systems used for the international telecommunication network are transparent: it should be clear when something is AI-produced, and the training data and model architectures should be disclosed.

*c)*Member States shall ensure that builders of AI systems used for the international telecommunication network are accountable for the outputs produced.

*d)*Member States shall ensure that AI systems do not have full autonomous control of critical systems or infrastructure used for the international telecommunication network (which would include basic telecommunications infrastructure).

 **49:** This provision on security (Article 6) should be replaced by more detailed text that includes at least the following commitments:

 Member States shall:

*a)*refrain from hacking personal accounts or private data held by journalists and private citizens involved in electoral processes.

*b)*refrain from using ICTs to steal the intellectual property of private companies, including trade secrets or other confidential business information, and to provide competitive advantage to other companies or commercial sectors.

*c)*refrain from inserting or requiring “backdoors” in mass-market commercial technology products.

*d)*agree to a clear policy for acquiring, retaining, securing, using, and reporting of vulnerabilities that reflects a strong mandate to report them to vendors in mass-market products and services.

*e)*exercise restraint in developing cyber weapons and ensure that any that are developed are limited, precise, and not reusable; Parties shall also ensure that they maintain control of their weapons in a secure environment.

*f)*agree to limit proliferation of cyber weapons; governments shall endeavor not to distribute, or permit others to distribute, cyber weapons and to use intelligence, law enforcement, and financial sanctions tools against those who do.

*g)*limit engagement in cyber offensive operations to avoid creating mass damage to civilian infrastructure or facilities.

*h)*endeavor to assist private sector efforts to detect, contain, respond, and recover in the face of cyberattacks; in particular, they shall enable the core capabilities or mechanisms required for response and recovery, including Computer Emergency Response Teams (CERTs); intervening in private sector response and recovery would be akin to attacking medical personnel at military hospitals.

*i)*facilitate the establishment of an international cyberattack attribution organization to strengthen trust online.

*j)*individually and in cooperation, develop and apply measures to increase stability and security of international telecommunication networks and in the use of ICTs in order to achieve effective use thereof and avoidance of technical harm thereto, as well as to maintain international peace and security, the harmonious development of ICTs, and to prevent ICT practices that may pose threats to international peace and security.

*k)*shall, in case of ICT incidents, consider all relevant information, including the larger context of the event, the challenges of attribution in the ICT environment, and the nature and extent of the consequences.

*l)*not knowingly allow their territory to be used for internationally wrongful acts using ICTs.

*m)*consider how best to cooperate to exchange information, assist each other, prosecute terrorist and criminal use of ICTs, and implement other cooperative measures to address such threats.

*n)*shall not conduct or knowingly support ICT activity contrary to their obligations under international law, that intentionally damages critical infrastructure, or otherwise impairs the use and operation of critical infrastructure to provide services to the public.

*o)*take appropriate measures to protect their critical infrastructure from ICT threats, taking into account General Assembly Resolution 58/199 on the creation of a global culture of cybersecurity and the protection of critical information infrastructures, and other relevant resolutions.

*p)*respond to appropriate requests for assistance by another State whose critical infrastructure is subject to malicious ICT acts; they shall also respond to appropriate requests to mitigate malicious ICT activity aimed at the critical infrastructure of another State emanating from their territory, taking into account due regard for sovereignty.

*q)*take reasonable steps to ensure the integrity of the supply chain so that end users can have confidence in the security of ICT products; they shall prevent the proliferation of malicious ICT tools and techniques and the use of harmful hidden functions.

*r)*encourage responsible reporting of ICT vulnerabilities, and share associated information on available remedies to such vulnerabilities, to limit and possibly eliminate potential threats to ICTs and ICT-dependent infrastructure.

*s)*shall not conduct, or knowingly support, activity to harm the information systems of the authorized emergency response teams (sometimes known as computer emergency response teams or cybersecurity incident response teams) of another State; and shall not use authorized emergency response teams to engage in malicious international activity.

 **50, 51**: These provisions on spam (Article 7) should be replaced by more detailed text, to be developed by an ad hoc group.

 **63, 64**: This provision on taxation (Article 8.3) is difficult to understand, interpret, and apply; if there is a desire to specify something about double taxation, then it should be stated clearly; the current provision is not useful and does not provide appropriate high-level guiding principles in the current telecommunication/ICT environment.

 **76**: We are of the view that the provisions under Article 8.2 (8.2.1-8.2.5) refer to accounting and charging methods that are used only in certain jurisdictions. Those jurisdictions can enshrine such methods in national law, or in regional agreements, if they so wish. Thus those provisions, and Appendix 1, are no longer relevant and could be abrogated; and this provision 76 could be amended accordingly.

A1.6 *With respect to empirical data on the current use of the ITRs by operating agencies and/or administrations and the proportion of global telecommunication services which now rely on the ITRs*, some members expressed the view that empirical data indicates that private companies see the need for stronger provisions regarding security of international telecommunications networks; and that empirical data indicates that private companies see the need for stronger provisions regarding spam; and that Internet traffic, and much other international telecommunication traffic, is enabled by Article 13, Special Arrangements.

A1.7 *With respect to* *the relevance of the ITRs which “consist of high-level guiding principles” in the current telecommunication/ICT environment,* some members expressed the view that:

*a)* The following provisions or the 2012 ITRs are no longer relevant and should be abrogated: 3, 5, 11, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 29, 45, 46, 47, 53, 55, 56, 57, 58, 59, 60, 61, 62, 65, 66, 67, 68, 69, 73, 74, 75, 1/1-1/39 (that is, all of Appendix 1), 2/2, 2/9.

*b)* The following provisions of the 2012 ITRs remain relevant and should remain unchanged: 1, 2, 4, 6, 7, 8, 9, 10, 12, 13, 14, 15, 27, 28, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 48, 52, 54, 70, 71, 72, 77, 2/1, 2/3, 2/4, 2/5, 2/6, 2/7, 2/8, 2/10, 2/11, 2/12, 2/13, 2/14, 2/15, 2/16, 2/17, 2/18.

A1.8 *With respect to* *the other issues considered,* some members expressed the view that consideration should be given to developing an entirely new version of the ITRs, along the lines proposed in Annex 15 of the contribution [EG-ITRs-3/2](https://www.itu.int/md/S24-EGITRS3-C-0002/en).

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