



Telecom Notice of Consultation CRTC 2026-61

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Call for comments – Strengthening numbering usage management practices

Deadline for submission of interventions: 19 May 2026

Deadline for submission of replies: 3 June 2026

[\[Submit an intervention or view related documents\]](#)

Summary

Telephone numbers are a finite resource and a key building block at the heart of our modern communications system. Due to the emergence of many new services in recent years (such as machine-to-machine communications and Internet of Things applications), and the continued increase in cellphone use, there is a need to conserve numbering resources in Canada. Without timely and effective action, there is a risk that the supply of telephone numbers could become limited or run out in the foreseeable future. For these reasons, the Commission is taking action to strengthen telephone number management and accounting practices.

The Canadian Numbering Administrator (CNA) manages numbering resources in Canada. Telephone numbers are held centrally by the CNA and are made available to service providers on an as-needed basis.

In Telecom Decision 2025-252, the Commission approved recommendations made by the Canadian Steering Committee on Numbering in consensus report [CNRE144B](#). This included a recommendation to introduce number usage reporting requirements for Canadian telecommunications service providers (TSPs) that obtain new numbers directly from the CNA. In its decision, the Commission also signalled its intention to launch a notice of consultation to examine whether and how it should leverage its authority under the *Telecommunications Act* to impose conditions on these TSPs, or their wholesale and third-party customers, to ensure all numbers, including those that are resold, are effectively accounted for.

Accordingly, the Commission is seeking comments on potential new measures to improve the management of telephone numbers and increase accountability for their use, particularly with respect to resold telephone numbers. In doing so, the Commission seeks to conserve the supply of telephone numbers that support Canada's modern communications system, while ensuring that any new

requirements are as streamlined and efficient as possible to minimize the administrative burden on TSPs and other stakeholders.

Introduction

1. Telephone numbers are a finite resource and a key building block at the heart of our modern communications system. The Commission administers telephone numbers and other numbering resources pursuant to section 46.1 of the *Telecommunications Act* (the Act), working with several other stakeholders in Canada and internationally within the North American Numbering Plan.
2. In Canada, telecommunications service providers (TSPs) that are assigned numbering resources directly by the Canadian Numbering Administrator (CNA)¹ [assignees] may resell these resources, through wholesale or other agreements, to third-party entities (third parties). These third parties either provide telecommunications services within Canada and/or resell these numbering resources to other third parties.
3. Currently, there is no requirement for TSPs that obtain numbers, whether they are assignees or third parties, to report whether the numbering resources held by third parties are in use on Canadian telecommunications networks. Additionally, there is no restriction on how many times a Canadian telephone number can be transferred from one entity to another before it is given to an end-user and activated on a network.
4. This impacts the CNA's ability to effectively monitor and track telephone number usage, and to ensure that all assigned numbering resources are being effectively used on Canadian networks.

Regulatory context

5. In Telecom Decision 2025-252, in response to recommendations from the Canadian Steering Committee on Numbering (CSCN),^{2,3} the Commission established new reporting requirements for assignees with regard to telephone number usage.
6. The Commission also acknowledged that the CSCN's recommendations reflected the limits of the CNA's authority. As set out in various Commission-approved [numbering guidelines](#), the CNA can collect telephone number usage information only from assignees.
7. Currently, there is no mechanism for the CNA to obtain complete information on numbering resource usage by third parties, whether they receive numbers from assignees or other third parties. In addition, there are no existing restrictions on the resale of Canadian telephone

¹ The CNA is a neutral third party that administers Canada's telecommunications numbering resources on behalf of the Commission.

² The CSCN is a CRTC Interconnection Steering Committee working group comprised of numbering experts and TSPs. The CSCN addresses numbering issues that fall under the jurisdiction of the Commission. The CSCN is currently chaired by the CNA.

³ See *CSCN Response to Telecom Regulatory Policy CRTC 2024-26, Paragraph 51*, [CNRE144B](#), 11 July 2024.

numbers, either with respect to the third parties to whom they may be resold or the number of times they may be resold prior to activation. This hinders the CNA's ability to fully assess and monitor telephone number utilization.

Why we are launching this proceeding

8. In Telecom Decision 2025-252, the Commission concluded that it must examine how it can ensure that the CNA can obtain accurate usage data regarding numbers held by third parties.
9. In addition to its authority to administer numbering resources, the Commission has authority, under section 24 of the Act, to impose conditions of service on Canadian carriers. Under section 24.1 of the Act, it can also impose conditions of service on any person other than a Canadian carrier offering or providing telecommunications services in Canada, including resellers. Finally, the Commission may require any person to file information with the Commission that is necessary for the administration of the Act, pursuant to section 37.
10. Accordingly, the Commission is launching this notice of consultation to explore whether and how it should use its authority under the Act to improve management and accountability practices for all numbers assigned by the CNA, including those that have been resold. In doing so, the Commission aims to strengthen numbering resource management and improve the CNA's ability to effectively manage, monitor, and track telephone number usage. This will ensure that telephone numbers are being effectively used on Canadian networks and that any new requirements are as streamlined and efficient as possible to minimize the administrative burden on TSPs and other stakeholders.

Call for comments

11. The Commission calls for comments on the issues set out below. The Commission will accept interventions that it receives on or before **19 May 2026**. Only parties to the proceeding can participate in later stages of the proceeding. The deadline for parties to file replies to matters raised during the intervention phase is **3 June 2026**.

What we are examining in this proceeding

12. In this proceeding, the Commission will consider whether there are any measures it should implement to help the CNA assess and monitor telephone number usage, including by obtaining complete usage information during numbering forecast and assignment exercises for all geographic numbering resources.
13. The Commission will examine the following issues:
 - reporting requirements regarding numbering usage by third parties;

- limitations on third-party access to Canadian telephone numbers based on the provision of telecommunications services; and
 - limitations on the reselling of telephone numbers.
14. The Commission invites comments on these issues, with specific questions set out below. The Commission requests that each party provide, in one document, its responses for each question that it chooses to address, indicating which question it is addressing at the beginning of each response. Parties with similar views are encouraged to file a joint submission.
15. As a result of this proceeding, the Commission may impose obligations on assignees and third parties that obtain, use, or resell geographic numbering resources, regardless of whether they choose to actively participate in this proceeding.
16. All responses, whether in the affirmative or negative, should include appropriate supporting evidence and rationale.

Reporting requirements regarding numbering usage by third parties

17. Pursuant to Telecom Decision 2025-252, all assignees are required to report their telephone number usage data to the CNA in accordance with section 2.1 of the CSCN consensus report [CNRE144B](#).⁴ This requirement does not apply to third parties. In addition, while the CNA maintains a public list of assignees through the [Central Office Code Status spreadsheet](#), there is no publicly available resource identifying third parties that hold Canadian telephone numbers.
- Q1. Should the Commission require that usage data for Canadian telephone numbers obtained by third parties be reported to the CNA? If so, what information should be reported?
- Q2. If the Commission were to establish such a reporting requirement, to whom, how, and under what circumstances should it apply, and when should it come into effect? For example, would it be reasonable and appropriate for the Commission to:
- (a) require all assignees, as a condition of providing telecommunications services, to include in their agreements with third parties to whom they have resold Canadian telephone numbers a clause requiring the provision of usage data to the assignees for those numbers;
 - (b) require all third parties to report usage data to the assignee or third party from which they obtained the numbers;

⁴ CSCN Response to Telecom Regulatory Policy CRTC 2024-26, Paragraph 51, [CNRE144B](#), 11 July 2024.

- (c) require all third parties to report usage data directly to the CNA or the Commission; or
 - (d) implement a combination of the above or an alternative reporting mechanism?
- Q3. How could the Commission effectively monitor and enforce compliance with reporting requirements?
- Q4. What remedies would be appropriate in cases of non-compliance, and to whom should they apply (for example, the third party obtaining the numbers, the assignee, the third party providing the numbers)?
- Q5. What changes, if any, would be required to the Canadian numbering guidelines to support the implementation of such a reporting requirement?
- Q6. What new enforcement powers or tools, if any, would be appropriate for the CNA to use to support the implementation of such a reporting requirement?
- Q7. Should a public registry be established listing all assignees and third parties, similar to the CNA's Central Office Code Status spreadsheet? If so, who would be best positioned to develop, maintain, and publish that registry, and what information should it include?

Limitations on third-party access to Canadian telephone numbers based on the provision of telecommunications services

18. Currently, access by third parties to Canadian telephone numbers is not contingent on the provision of telecommunications services (such as wireline or wireless voice, voice over Internet protocol, wireless data, text services).
- Q8. Should the Commission establish limitations whereby a third party can only obtain Canadian telephone numbers if they provide telecommunications services to Canadian end-users?⁵ If so:
- (a) What specific approval criteria should third parties meet to obtain Canadian telephone numbers (for example, registration with the Commission as a TSP or provision of a specific or minimal combination of services)?
 - (b) What threshold, if any, should be established to ensure that a third party uses the majority of numbers obtained to provide telecommunications services to end-users, recognizing that some third parties obtain telephone numbers both to provide

⁵ Subsection 2(1) of the Act defines a telecommunications service as a service provided by means of telecommunications facilities and includes the provision in whole or in part of telecommunications facilities and any related equipment, whether by sale, lease or otherwise.

telecommunications services to end-users and to resell numbers to other third parties?

- (c) What considerations, if any, should be given to third parties who currently hold telephone numbers but do not offer telecommunications services to Canadian end-users?
- (d) How could the Commission effectively monitor and enforce compliance with such limitations?
- (e) What remedies would be appropriate in cases of non-compliance, and to whom should the remedies apply (for example, the third party obtaining numbers or the assignee or third party providing the numbers)?
- (f) What changes, if any, would be required to the Canadian numbering guidelines to support the implementation of these limitations?
- (g) What new enforcement authority or tools, if any, would be appropriate for the CNA to use to support the implementation of these limitations?

Limitations on the reselling of telephone numbers

19. Currently, there are no limits on how many times a Canadian telephone number may be resold before it is given to an end-user and activated on a Canadian network. This hinders effective tracking and increases the risk that numbers become stranded or lost, or remain unused.

Q9. Should the Commission establish a limit on the number of times a telephone number may be resold before it is activated? If so:

- (a) How many times should a number be permitted to be resold?
- (b) What types of transactions should count towards the resale limits (for example, resale between assignees, resale from an assignee to a third party, resale between third parties)? How could the Commission effectively monitor the resale of numbers?
- (c) How could the Commission effectively monitor and enforce compliance with such limitations? What remedies would be appropriate in cases of non-compliance?
- (d) What changes, if any, would be required to the Canadian numbering guidelines to support the implementation of these limitations?
- (e) What new enforcement authority or tools, if any, would be appropriate for the CNA to use to support the implementation of these limitations?

Red tape reduction

20. In its 8 September 2025 [Red Tape Reduction Progress Report](#), the Commission outlined its efforts to reduce regulatory burden, streamline processes, and improve transparency and accessibility. This includes ensuring that its rules are efficient and proportionate.

Q10. How should the Commission balance the urgency and importance of strengthening management and accounting practices for resold numbers with efforts to reduce regulatory burden when developing any new measures? In your response, please identify (i) which measures you consider most essential, (ii) which could be streamlined or avoided, and (iii) how the Commission could achieve meaningful improvements in numbering oversight while ensuring any new requirements remain efficient, proportionate, and practicable.

What you need to know to participate in this proceeding

Procedure

21. The *Canadian Radio-television and Telecommunications Commission Rules of Practice and Procedure* (the [Rules of Procedure](#)) apply to the present proceeding. Accordingly, the procedure set out below must be read in conjunction with the Rules of Procedure and related documents, which can be found on the Commission's website at www.crtc.gc.ca under [Statutes and Regulations](#). The guidelines set out in Broadcasting and Telecom Information Bulletin 2010-959 provide information to help interested persons and parties understand the Rules of Procedure so that they can more effectively participate in Commission proceedings.

Submitting comments

22. The Commission invites comments that address the issues and questions set out above. The Commission will accept interventions that it receives on or before **19 May 2026**. Only parties to the proceeding can participate in further stages of the proceeding. The deadline for parties to file replies to matters raised during the intervention phase is **3 June 2026**.

23. Interested persons who wish to become parties to this proceeding must submit an intervention.

24. Any interested persons and parties can request accommodations to participate in this Commission proceeding. This could be related to disability, or to other reasons, like religious observance, or to a combination of reasons. If you wish to request accommodations in filing your comments, you are encouraged to make your request **within the first 15 days** after this notice of consultation is posted on the Commission's website.

25. Interested persons and parties who require assistance submitting comments can contact the Commission's Hearings & Public Proceedings group at hearing@crtc.gc.ca.

26. For more information on accessibility and accommodations in Commission proceedings, see Broadcasting and Telecom Information Bulletin 2025-95.
27. Pursuant to Broadcasting and Telecom Information Bulletin 2015-242, the Commission expects incorporated entities and associations, and encourages all interested persons and parties, to file submissions for Commission proceedings in accessible formats (for example, text-based file formats that allow text to be enlarged or modified or read by screen readers). To provide assistance in this regard, the Commission has posted on its website [guidelines](#) for preparing documents in accessible formats.
28. Interested persons and parties are permitted to coordinate, organize, and file, in a single submission, interventions by other interested persons or parties who share their position. Information on how to file this type of submission, known as a joint supporting intervention, as well as a template for the covering letter to be filed by the parties, can be found in Telecom Information Bulletin 2011-693.
29. Submissions longer than five pages should include a summary. Each paragraph of all submissions should be numbered, and the line *****End of document***** should follow the last paragraph. This will help the Commission verify that the document has not been damaged during electronic transmission.
30. All documents required to be served on parties to this proceeding must be served using the contact information contained in the interventions. An intervention or answer from a respondent must be filed with the Commission and served on the applicant on or before the above-mentioned date. An answer from a respondent must also be served on any other respondent.
31. The Commission encourages interested persons and parties to monitor the record of this proceeding, available on the Commission's website, for additional information that they may find useful when preparing their submissions.
32. Submissions must be filed by sending them to the Secretary General of the Commission using **only one** of the following means:

by completing the
[\[Intervention/comment/answer form\]](#)

or

by mail to
CRTC, Gatineau, Quebec K1A 0N2

or

by fax at
819-994-0218

33. In accordance with the Rules of Procedure, a document must be received by the Commission and all relevant parties by 5 p.m. Vancouver time (8 p.m. Gatineau time) on the date it is due. Parties are responsible for ensuring the timely delivery of their submissions and will not be notified if their submissions are received after the deadline. Late submissions, including those due to postal delays, will not be considered by the Commission and will not be made part of the public record.
34. The Commission will not formally acknowledge submissions. It will, however, fully consider all submissions, which will form part of the public record of this proceeding, provided that the procedure for filing set out above has been followed.
35. Parties who send documents electronically must ensure that they will be able to prove, upon Commission request, that filing, or where required, service of a particular document was completed. Accordingly, parties must keep proof of the sending and receipt of each document for 180 days after the date on which the document is filed or served. The Commission advises parties who file or serve documents by electronic means to exercise caution when using email for the service of documents, as it may be difficult to establish that service has occurred.

Confidentiality notice

36. The Commission's proceedings are designed to allow members of the public to provide input so that it can make better, more informed decisions. As a result, the general rule is that all information filed with the Commission is placed on the public record and can be reviewed by all parties and members of the public.
37. However, the Commission also often needs detailed information from the companies it regulates and supervises to make an informed decision. This information can be commercially sensitive, especially as the environment in which the companies operate becomes more competitive. The Commission will therefore accept certain information as confidential.
38. Parties can designate information as confidential under subsection 39(1) of the Act and provide a detailed rationale as to why that information should be considered confidential. The Commission reminds parties that when a document is filed with confidential information, an abridged version must also be filed so that it can be included in the public record.

Privacy notice

39. Please note the following:
 - Documents will be posted on the Commission's website exactly as received, in the official language and format in which they are received. This includes any personal information

contained in them, such as full names, emails, addresses, postal/street addresses, and telephone and fax numbers.

- All personal information parties provide as part of this public proceeding, except information designated as confidential, will be posted on the Commission’s website and can be accessed by others.
 - However, the information parties provide can only be accessed from the web page of this particular proceeding. As a result, a general search of the Commission’s website using either its search engine or a third-party search engine will not provide access to the information that was provided as part of this public proceeding.
40. The personal information that parties provide will be used and may be disclosed for the purpose for which the information was obtained or compiled by the Commission or for a use consistent with that purpose.

Availability of documents

41. Links to interventions, as well as other documents referred to in this notice, are available on the Commission’s “[Consultations and hearings: have your say](#)” page.
42. Interested persons can find electronic versions of the documents by clicking on “[[Submit an intervention or view related documents](#)]” at the top of this notice.
43. Documents are available upon request during normal business hours by contacting:

Documentation Centre
Examinationroom@crtc.gc.ca

Client Services
Toll-free telephone: 1-877-249-2782
Toll-free TTY: 1-877-909-2782

Secretary General

Related documents

- *CISC Canadian Steering Committee on Numbering – Consensus report CNRE144B – Recommendations to strengthen the number assignment guidelines*, Telecom Decision CRTC 2025-252, 26 September 2025
- *Accessibility and accommodations guidelines*, Broadcasting and Telecom Information Bulletin CRTC 2025-95, 14 May 2025

- *Filing submissions for Commission proceedings in accessible formats*, Broadcasting and Telecom Information Bulletin CRTC 2015-242, 8 June 2015
- *Filing of joint supporting interventions*, Telecom Information Bulletin CRTC 2011-693, 8 November 2011
- *Guidelines on the CRTC Rules of Practice and Procedure*, Broadcasting and Telecom Information Bulletin CRTC 2010-959, 23 December 2010