



The process of simplification and regulatory consolidation in Anatel



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**The process of simplification and regulatory
consolidation in Anatel**

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Anatel's restructuring and the new Internal Regulations

Through [Resolution No 612, of April 29, 2013](#), Anatel approved its new Internal Regulations, which are still in force today, with occasional changes since then.

The core of these new Internal Regulations was the restructuring of the Agency, reorganizing the technical areas based on work processes. Before that, Anatel was organized by telecommunications services, with each area responsible for all the processes related to that service (regulation, authorization, monitoring and control, defense of competition and consumer rights).

In this restructuring process, the Planning and Regulation Superintendence (SPR) was created and, within its structure, the Regulation Department (PRRE). Among the SPR's competencies, the following stand out: "proposing the preparation and updating of regulations, after hearing the Superintendencies related to the respective topics" (art. 155, inc. IV), "carrying out regulatory impact assessments" (art. 155, inc. V) and "submitting proposals for normative acts for approval" (art. 155, inc. VII).

Such attributions are reflected in the competencies of the PRRE, which is responsible for "preparing normative acts" and "the consistency of the regulatory model of the telecommunications sector" (art. 179), as well as for "proposing and coordinating regulatory impact studies" (art. 180, inc. XVII).

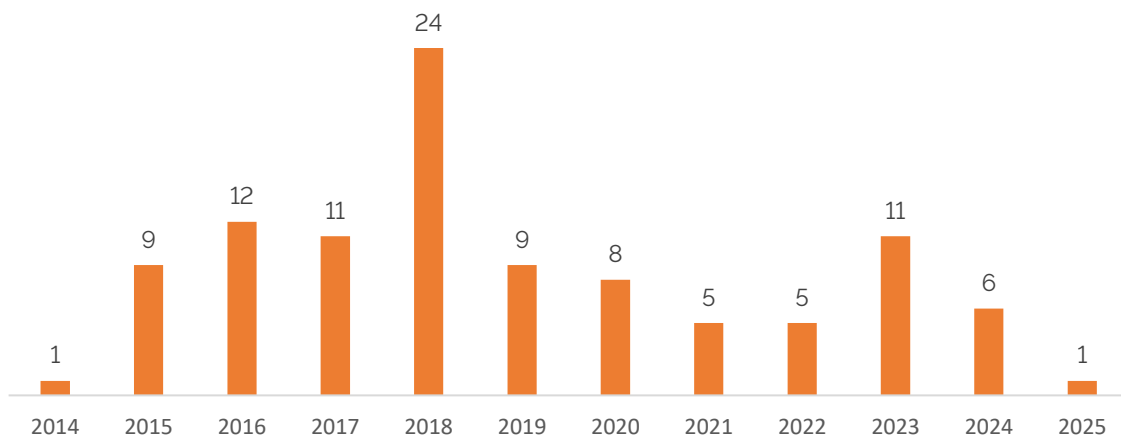


As can be seen, the Agency's regulatory initiatives, previously proposed by various internal areas, according to the telecommunications services under its jurisdiction, are now coordinated by SPR/PRRE, with the participation of other affected areas in their debate on merit.

This centralization of coordination allowed regulatory processes to be better organized in terms of planning and assessment of regulatory consistency. In this context, a change in organizational culture began in 2013 aimed at improving regulatory quality and consistency.

During this same period, also under the coordination of SPR/PRRE, Anatel instituted the implementation of Regulatory Impact Analysis (RIA) in all regulatory processes, except in expressly justified situations (art. 62, Single Paragraph).

Figure 1 - Evolution of Regulatory Impact Analysis (RIA) carried out by Anatel, year by year

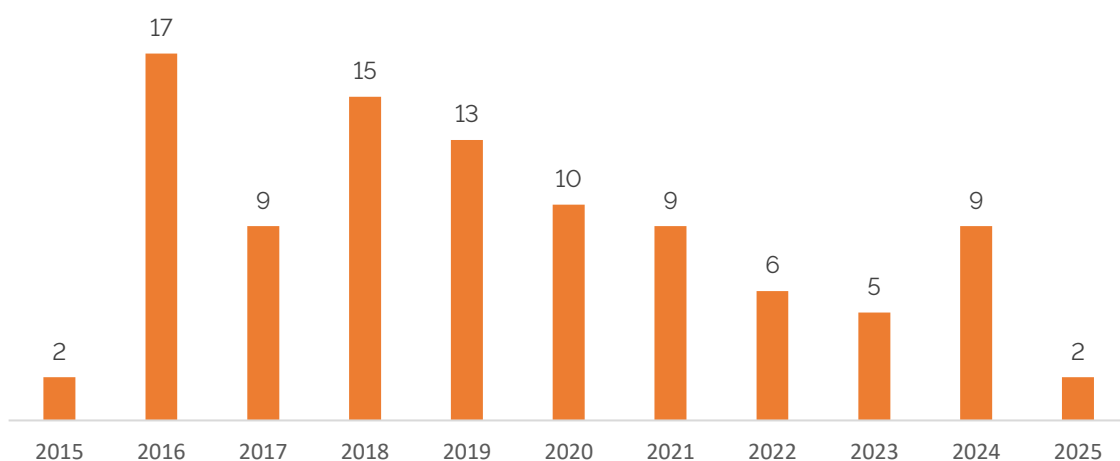


Source: own elaboration (May/2025)

Another important issue that also permeates the entire process of improving Anatel's regulatory quality concerns social participation. Among the PRRE's competencies are those of "coordinating the holding of Public Hearings and other means of participation by the Administered in the issuing or amending of normative acts" and "coordinating and promoting the dissemination of draft normative acts (...) for Internal Consultation and for Public Consultation" (art. 180, incs, X and XI respectively).

Although Public Consultation was already mandatory in all of the Agency's regulatory processes, according to art. 42 of the [General Telecommunications Law \(LGT\)](#), the creation of SPR/PRRE, which assumed the coordination of this social participation process, allowed these mechanisms to be improved over time, making social participation more effective and, consequently, more impactful in terms of regulatory improvement.

Figure 2 – Evolution of Public Consultations at Anatel, year by year, of projects in the Regulatory Agenda



Source: own elaboration (May/2025)

Strategic Planning and the Regulatory Agenda

In parallel with its restructuring, Anatel established the obligation to create a strategic plan, under the responsibility of the then Strategic Planning Department at SPR (PRPE). More recently, this Management and the responsibilities related to strategic planning were migrated to the Executive Superintendence (SUE/UEPE).

Anatel's Strategic Plan 2015-2024 was approved by [Executive Order No 174, of February 11, 2015](#), and contained four outcome objectives:

- i. promoting the expansion of access to and use of services, with quality and adequate prices;
- ii. stimulating competition and sustainability in the sector;
- iii. promoting consumer satisfaction; and
- iv. promoting the dissemination of sectoral data and information.

It also had objectives from the perspective of processes (10), people and knowledge (2) and finance (1). From the perspective of processes, it is important to highlight the objective of "improving and simplifying sector regulations", which had the following strategies:

- i. improving regulatory quality;
- ii. updating and simplifying the regulatory framework; and
- iii. updating the internal regulatory framework.

In line with and linked to Strategic Planning, the Regulatory Agenda was established, which the Directing Council is responsible for approving, after a proposal has been drawn up by the SPR (article 155, inc. VIII).

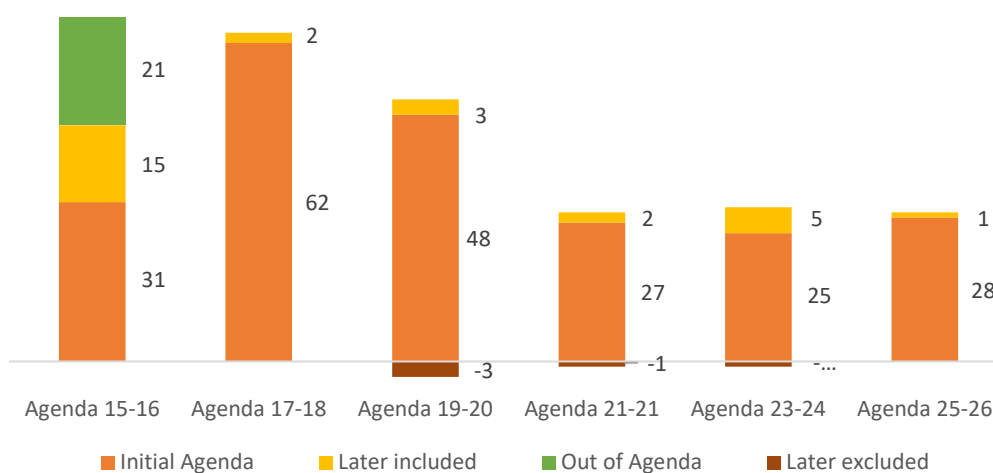
Anatel's first Regulatory Agenda ran from the second half of 2015 to the end of 2016 (2015-2016). It was initially approved through [Ordinance N° 1,003, of December 11, 2015](#), containing [31 regulatory initiatives](#).



When it was approved, there were still regulatory initiatives underway at the Agency that were not included in the Regulatory Agenda. This situation was later changed, when the Directing Council determined that all of Anatel's regulatory initiatives should be included in the Regulatory Agenda. Thus, the Agenda for the period 2015-2016 was updated through [Ordinance N° 750, of June 29, 2016](#), containing [46 regulatory initiatives](#).

This decision was made in the proceedings of Process No. [53500.210989/2015-88](#), [Ruling N° 241, of June 29, 2016](#), and was maintained in all Regulatory Agendas that followed the initial one, up to the one currently in force (2025-2026). The graph below shows the evolution of the number of normative processes in each Regulatory Agenda. It should be noted that, after initial approval, there is the possibility of occasional revision to include new initiatives, exclude others planned and resize the timetable, among other aspects.

Figure 3 – Evolution of the number of regulatory processes in Anatel's Regulatory Agenda



Source: own elaboration (May/2025)

This evolution was possible due to several improvements that occurred over the last ten years in the process of constructing the Regulatory Agenda. The first is the consolidation of the regulatory projects that were underway in the various internal areas before the Agency was restructured.

Over time, regulatory initiatives, previously sparse and sometimes very specific in scope, have been consolidated, becoming more comprehensive and with a broader reassessment of the regulations to which they refer.

More recently, in the 2025-2026 cycle, the SPR/PRRE instituted a mechanism to better outline the scope of projects when constructing the Regulatory Agenda, gathering from the demanding internal areas data and information that highlight the problems to be studied in the new proposed projects. In fact, this is an anticipation of the first stage of the RIA, albeit in a preliminary manner, for the process of construction of the Agenda.

Another important fact in these ten years of Regulatory Agenda concerns the institutionalization of Regulatory Result Assessments (RRA). Provided for in [Decree Nº 10.411, of June 30, 2020](#), they were incorporated into Anatel's Regulatory Agenda in the 2021-2022 cycle, with the first – which dealt with Anatel's Regulation for the Application of Administrative Sanctions (RAAS) – being completed in early 2023. By definition, the RRA studies whether regulation was effective and efficient in correcting the problems mapped when preparing the RIA. This first completed RRA, for example, served as one of the inputs for [item 10 of the 2023-2024 Regulatory Agenda](#).



The reformulation of the regulatory process

Shortly after Anatel's restructuring, considering the lessons learned from the first years of the new Internal Regulations, the Agency reformulated its regulatory process through [Ordinance N° 927, of November 5, 2015](#). This first internal regulation formalized the processes and activities that, over time, came to guarantee the improvement of regulatory quality and consistency.

As principles of the regulatory process, guidelines were established at that time (art. 2) such as:

- i. compatibility with the Agency's Strategic Plan;
- ii. administrative simplification and speed;
- iii. improvement of regulatory quality;
- iv. consolidation and simplification of the regulatory framework;
- v. planning and transparency of the regulator's actions; and
- vi. strengthening of social participation.

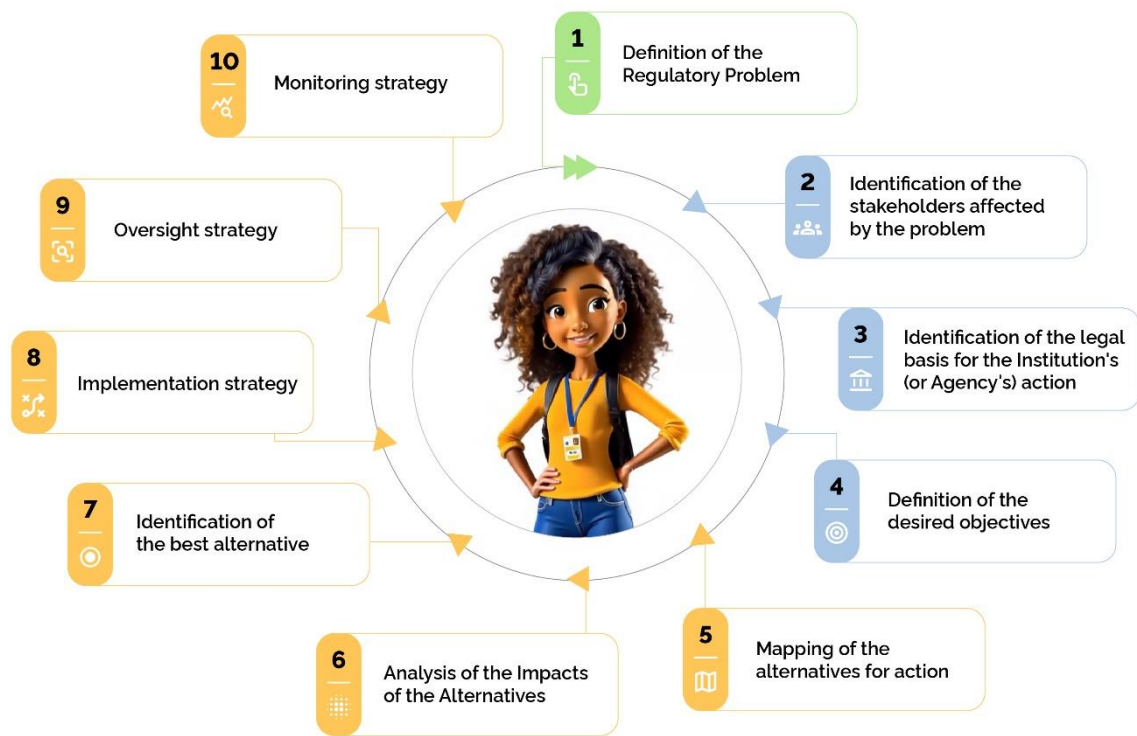
The 2015 Ordinance also defined the concept of Regulatory Agenda, in addition to establishing the steps for carrying out Regulatory Impact Analysis and the regulatory process.

Another relevant point was the establishment of the basis for improving the process of social participation in the regulatory process, by establishing the Subsidies Collection in the course of the regulatory process, especially during the RIA. The Subsidies Collection was defined as "an instrument used within the scope of the Regulatory Impact Analysis, or in another stage of the regulatory process, if deemed convenient, for the construction of knowledge on a given subject, data collection and for the development of proposals, which may be open to the public or restricted to invited guests, and which allows interested parties to submit written contributions to the Agency at a time other than public consultations". (art. 3, inc. IX).

After a few more years of experience and learning, on February 26, 2021, through [Internal Resolution N° 8](#), the regulatory process was adjusted once again. Among the innovations at that time were the improvement of the process of building the Regulatory Agenda and the inclusion of regulatory monitoring and Regulatory Outcome Assessment initiatives in this planning.

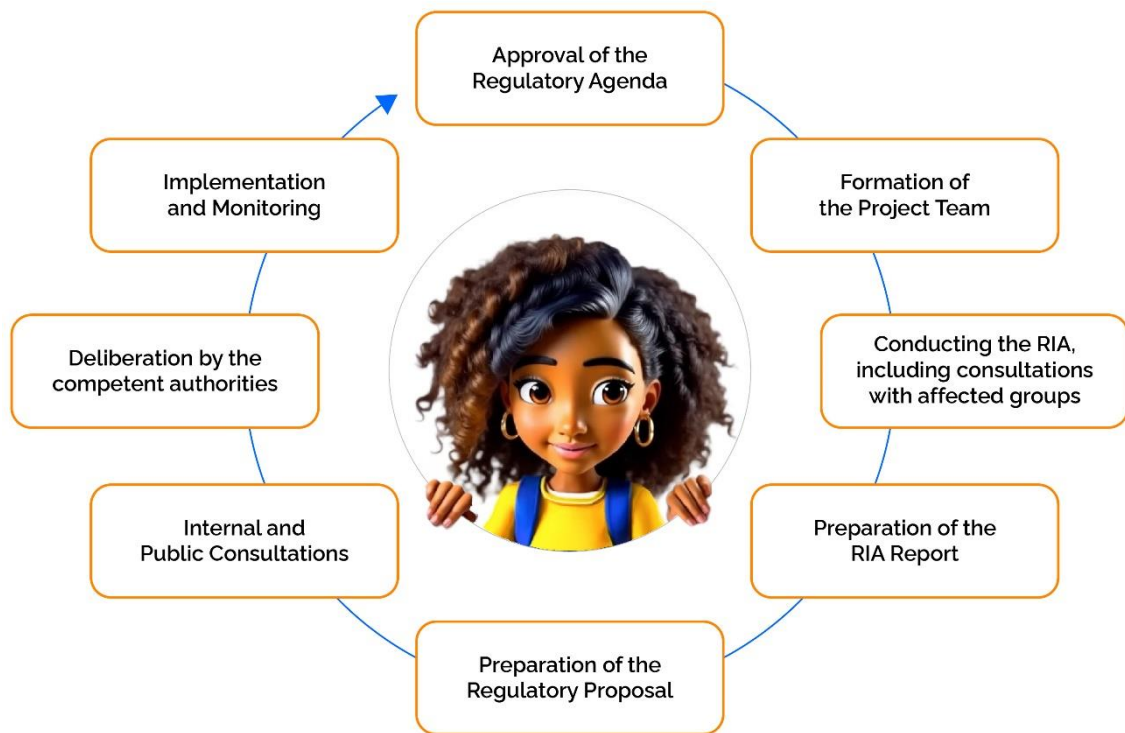
The regulatory process at Anatel, which includes RIA and RRA, can be summarized in the following figures.

Figure 4 – RIA Cycle at Anatel



Source: own elaboration

Figure 5 – Regulatory process at Anatel



Source: own elaboration

The beginning of regulatory simplification at Anatel

Given the historical context and the procedural tools described above, the simplification of Anatel's regulations began essentially with thematic regulations.

Some examples of Resolutions that culminated in this initial simplification process are:

Consolidating thematic	Rule	Resolution
Consumer rights	General Regulation on Consumer Rights for Telecommunications Services (GRC)	Resolution N° 632, of March 7, 2014¹
Use of spectrum	Regulation on the Use of Radio Frequency Spectrum (RUS)	Resolution N° 671, of November 3, 2016²
Numbering for telecommunications networks	Numbering Regulation for Telecommunications Networks	Resolution N° 679, of June 8, 2017
–	Revocation of Technical Rules and Regulations for Certification of Telecommunications Products	Resolution N° 686, of October 13, 2017
Interconnection	General Interconnection Regulation (GIR)	Resolution N° 693, of July 17, 2018³
General Competition Goals Plan	Review of the General Plan of Competition Goals (GPCG)	Resolution N° 694, of July 17, 2018⁴
Public Price for the Right to Use Radio Frequencies	Regulation for the Public Price Collection for the Right to Use Radio Frequencies (PPCRUF)	Resolution N° 695, of July 20, 2018⁵
Maximum limits on the quantity of radio frequency spectrum	Establishment of Maximum Limits on the Quantity of Radio Frequency Spectrum	Resolution N° 703, of November 1, 2018⁶
Numbering resource management	General Numbering Regulation (GNR)	Resolution N° 709, of March 27, 2019
Data collection	Regulation for the Collection of Sectoral Data by the National Telecommunications Agency	Resolution N° 712, of June 18, 2019⁷

¹ Revised by [Resolution N° 765, of November 6, 2023](#).

² Under review in [item 20 of the 2025-2026 Regulatory Agenda](#).

³ Subject of RRA-3 of the 2025-2026 Regulatory Agenda.

⁴ Under review in [item 15 of the 2025-2025 Regulatory Agenda](#).

⁵ Under review in [item 20 of the 2025-2026 Regulatory Agenda](#).

⁶ Under review in [item 16 of the 2025-2026 Regulatory Agenda](#).

⁷ Revised by [Resolution N° 774, of February 19, 2025](#).

Conformity assessment and approval of telecommunications products	Regulation on Conformity Assessment and Approval of Telecommunications Products	Resolution N° 715, of October 23, 2019⁸
Allocation, destination and distribution of frequency bands	Frequency Band Allocation, Destination and Distribution Plan in Brazil (FBAP)	Resolution N° 716, of October 31, 2019⁹
Quality	Telecommunications Services Quality Regulation (QUALR)	Resolution N° 717, of December 23, 2019
Licensing	General Licensing Regulation (GLR)	Resolution N° 719, of February 10, 2020
Grant	General Regulation of Grants (GRG)	Resolution N° 720, of February 10, 2020
Channeling and conditions of use of radio frequencies for broadcasting services and their ancillaries	Regulation on Channeling and Conditions of Use of Radio Frequencies for Broadcasting Services and their Ancillary Services	Resolution N° 721, of February 11, 2020
Collection of tax revenues	Regulation for the Collection of Tax Revenues	Resolution N° 729, of June 19, 2020
Cybersecurity	Cybersecurity Regulation Applied to the Telecommunications Sector	Resolution N° 740, of December 21, 2020
Regulatory oversight	Regulatory Oversight Regulation (ROR),	Resolution N° 746, of June 22, 2021
Satellite exploration	General Regulation for the Exploitation of Satellites (SatGR)	Resolution N° 748, of October 22, 2021
Numbering of telecommunications services	Telecommunications Services Numbering Regulation (TSNR)	Resolution N° 749, of March 15, 2022

⁸ Under review in [item 18 of the 2025-2026 Regulatory Agenda](#).

⁹ Revised by [Resolution N° 759 of January 19, 2023](#), and [Resolution N° 772 of January 16, 2025](#). Under review in [item 22 of the 2025-2026 Regulatory Agenda](#).

Universalization of PSTN	Regulation for the Universalization of Public Switched Telephone Network	Anatel Resolution N° 754, of August 12, 2022¹⁰
PSTN Pricing	Regulation for Pricing of General Public Switched Telephone Network (PSTN)	Anatel Resolution N° 755, of October 11, 2022¹¹
Conditions of use of radio frequencies	Regulation of Conditions of Use of Radio Frequencies (ReCon)	Anatel Resolution N° 757, of November 8, 2022

In addition to being consolidated in their respective themes, the above regulations, after the review process, became standards of a more directive, political-regulatory nature. At the same time, technical and operational issues were reserved for infra-regulatory acts, many of which were even issued within the scope of the technical area itself. It is worth noting that social participation is preserved, given that in most of these debates on technical and operational aspects, a Public Consultation of the proposal is held with society.

This happens, for example, for technical and operational requirements related to spectrum management, service numbering and the certification or approval of telecommunications products, which are approved by the Superintendent of Grants and Provision Resources (SOR). Another example is the survey to measure the level of satisfaction and perceived quality among users of telecommunications services,



¹⁰ Reviewed by [Resolution N° 768, of August 19, 2024](#).

¹¹ Reviewed by [Resolution N° 768, of August 19, 2024](#).

which follows an application manual approved by the superintendents of Consumer Relations (SRC) and Planning and Regulation (SPR). The Superintendence of Consumer Relations also approves the operational manual provided for in the regulations on the rights of consumers of telecommunications services. The Planning and Regulation Superintendence, in turn, approves the annual reviews of local areas and local treatment, as provided for in the tariff regulations for the Public Switched Telephone Network (PSTN).

This entire process contributed to reducing the number of projects in the Agency's Regulatory Agenda, as highlighted in Figure 3. As regulatory discussions became less specific and more structured – in addition to the fact that the technical details of the rules began to be provided by infra-regulatory instruments –, the requirement for regulatory review decreased, which made the Regulatory Agenda leaner.

The ongoing stock review and the regulatory guillotine

In addition to the thematic regulatory simplification process presented in the previous topic, the Agency has conducted, since its restructuring, several initiatives to review the regulatory stock. This obligation was systematized in Decree No. 10,139, of November 28, 2019, and, although it was already a practice at the Agency before that, there is no denying that the Federal regulation accelerated this process that was already taking place at Anatel.

The first notable initiative was [Resolution N° 708, of March 26, 2019](#), which declared the revocation of the resolutions issued by the Agency that were implicitly revoked and those that lost their effectiveness. In this process, 170 resolutions were expressly revoked.

Other resolutions also promoted significant revocation of regulations, in these cases due to the delegation of technical and operational aspects to the technical area. This is the case of [Resolution N° 686, of October 13, 2017](#), which revoked technical rules and regulations for the certification of telecommunications products (36 resolutions),

and [Resolution N° 723, of March 10, 2020](#), which provided for the allocation and conditions of use of the radio frequency bands associated with the fixed service and revoked the other related resolutions (15).

The systematization of the periodic review of the regulatory stock at Anatel took place through the so-called regulatory guillotines. The term, which is commonly used in national and international scenarios, refers to the revocation of rules that are no longer justified. In other words, rules created to correct regulatory problems that no longer exist or rules that have not been efficient and effective in solving these problems.

The first regulatory guillotine at Anatel was implemented by [Resolution N° 752, of June 22, 2022](#), revoking 44 resolutions, in addition to several provisions in other rules. This project was awarded the [gold standard regulatory quality seal](#) in an initiative promoted by the Federal Government to recognize, give visibility and disseminate good regulatory practices.

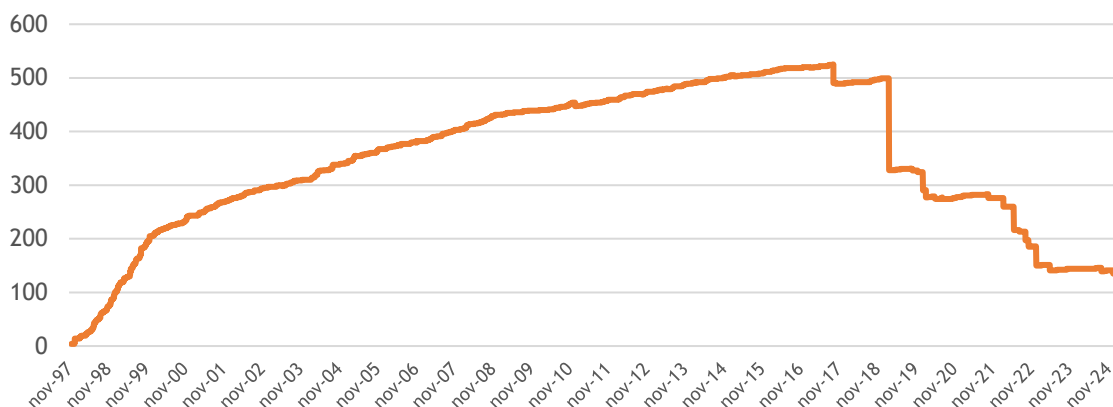
After this first round, Anatel opted to carry out regulatory guillotines every two years, planning a project of this type for each Regulatory Agenda. In the 2023-2024 biennium, the guillotine was implemented by [Resolution N° 769, of September 30, 2024](#), which revoked ten resolutions, in addition to several provisions in other rules. In the 2025-2026 cycle, [initiative N° 27](#), is underway, with the goal of final approval by December 2026.

All of these cases included, in addition to the mandatory Public Consultation, a Subsidy Collection open to the general public to identify possible rules to be revoked as they are no longer justified.

As a result of these actions, by April 2025, of the 759 Resolutions issued by Anatel throughout its history, individually or jointly, only 140 remained in force (less than 18% of the total)¹². The following figure shows the evolution of the total number of Resolutions in force over the years, also reflecting this significant reduction in the regulatory stock.

¹² Information extracted from the [regulatory data dashboard](#) as of April 30, 2025.

Figure 6 – Evolution 'of Anatel Resolutions in force over the years



Source: <https://informacoes.anatel.gov.br/paineis/regulamentacao> (May/2025)

Completion of the first cycle of simplification and regulatory consolidation and the next steps

In addition to the actions set out above (review of the regulatory stock and simplification and consolidation of thematic regulations), it was also necessary to reassess the specific regulations for telecommunications services. As is well known, there are dozens of telecommunications services, of collective or restricted interest, each with one or more resolutions dealing with specific issues.

For this reason, as the closing of this first cycle of review and regulatory consolidation (initiated when Anatel was restructured in 2013), the Agency established, in the 2019-2020 Regulatory Agenda, the process of simplifying telecommunications services and their regulation. After completing all stages of the regulatory process, with the completion of a Regulatory Impact Analysis and Public Consultation, [Resolution Nº 777, of April 30, 2025](#), was issued, approving the General Regulation for Telecommunications Services (GRTS).

GRTS is the result of a broad assessment of telecommunications services themselves and their specific rules. As a result, all telecommunications services will be governed by this rule.

In this context, 34 other resolutions dealing with specific aspects of each telecommunications service were revoked. Several provisions in other resolutions were also revoked, in addition to replacing other sectoral regulations prior to the creation of Anatel, as provided for in article 214, item I of the [LGT](#). Comparing Anatel's previous regulations and the new one that will replace them, there is a reduction of approximately 60% in the total number of regulatory provisions and 40% in terms of pages.

This process resulted in another product that is also relevant from the point of view of simplification and regulatory consolidation, the Glossary applicable to the telecommunications sector. Approved by [Resolution N° 779, of April 30, 2025](#), the Glossary brings together all definitions applicable to the telecommunications sector, without prejudice to others defined in legislation, which were previously spread across numerous regulations, sometimes even conflicting with each other.

Besides, it is worth highlighting the approval, through [Resolution N° 776, of April 30, 2025](#), of the Experimental Regulatory Environment Regulation, which provides for "guidelines for the operation of the Experimental Regulatory Environment (Regulatory Sandbox), Regulatory Experiments, Experimental regulation practices, and the conditions for the provision of products and services in the context of this environment within the scope of the Sector Regulated by Anatel".

As the rule itself establishes, in its article 2, the objectives of the Regulation are:

- i. allowing experiments to be carried out with innovative business models or new forms of regulation in the telecommunications sector, which may not be in line with the Agency's current regulations; and
- ii. Anatel's collection of information on the experiments in order to update its regulations more quickly and respond to innovations in the telecommunications sector.

When the GRTS and the Glossary are fully in force, in addition to other repeals already approved but not yet in force, it is estimated that 94 resolutions¹³ will remain in force, less than 13% of all those issued by the Agency in its history. Of this total, 62 resolutions approve regulations applicable to the telecommunications sector, all consolidated in their respective thematic. The remaining 32 resolutions only change other regulations, without affecting regulatory consolidation.

As the next steps in this process of continuous improvement of Anatel's regulatory activity, the periodic reviews of the regulatory stock every two years (the so-called regulatory guillotines) should continue.

Furthermore, Anatel's Planning and Regulation Superintendence, through its Regulatory Management, has been continuously working to improve its Regulatory Impact Analyses and Regulatory Result Assessments, increasingly seeking to base the diagnosis of problems and the analysis of alternatives on data and information. The intention is that, with this, there will be more quantitative analyses complementing the qualitative ones that are currently being carried out.

In this sense, the [strategic evidence-based regulation project](#) stands out, which aims to "improve and simplify evidence-based regulation, reducing anachronisms, and continuing to adopt good regulatory practices in Anatel's regulatory process.

Thus, the project aims to expand the Agency's actions based on credible evidence, that is, data and facts, so that the results of Anatel's regulatory action are predictable, transparent and that the regulatory action promotes active social participation, limiting Anatel's discretionary action within the scope of regulatory projects".

To this end, the following products are expected to be delivered by the end of 2026:

- i. national and international benchmark;
- ii. methodology and manual for assessing regulatory quality; and
- iii. regulatory quality assessment dashboard.

¹³ Of the 140 Resolutions in force in April 2025, according to data from the [regulatory data dashboard](#) of April 30, 2025, 46 Resolutions have already had their revocation approved, but are not yet in force. Most of them refer to the recently approved [item 7 of the 2025-2025 Regulatory Agenda](#)



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