



2025 STI-GA SHAKEN Report

1. Introduction and Background

In 2018, the telecommunications industry established the Secure Handling of Asserted information using toKENs (SHAKEN) framework and organized the Secure Telephone Identity-Governance Authority (STI-GA), under the auspices of the Alliance for Telecommunications Industry Solutions (ATIS), as the governing authority to set policy for use of the framework. It formed the STI-GA based on the framework provided in the 2018 Call Authentication Trust Authority (CATA) Working Group report.¹

One of the reasons STIR/SHAKEN in the U.S. was set-up as an industry ecosystem, was the ability of the industry to react quickly and change course based on external factors. In 2025, the STI-GA reacted quickly and appropriately to changes initiated by government action. There was both subtraction and addition of many authorized service providers based on FCC enforcement and other orders. There was also a lengthy Federal Government shutdown that directly affected the Secure Telephone Identity Policy Administrator's (STI-PA) ability to authorize providers.

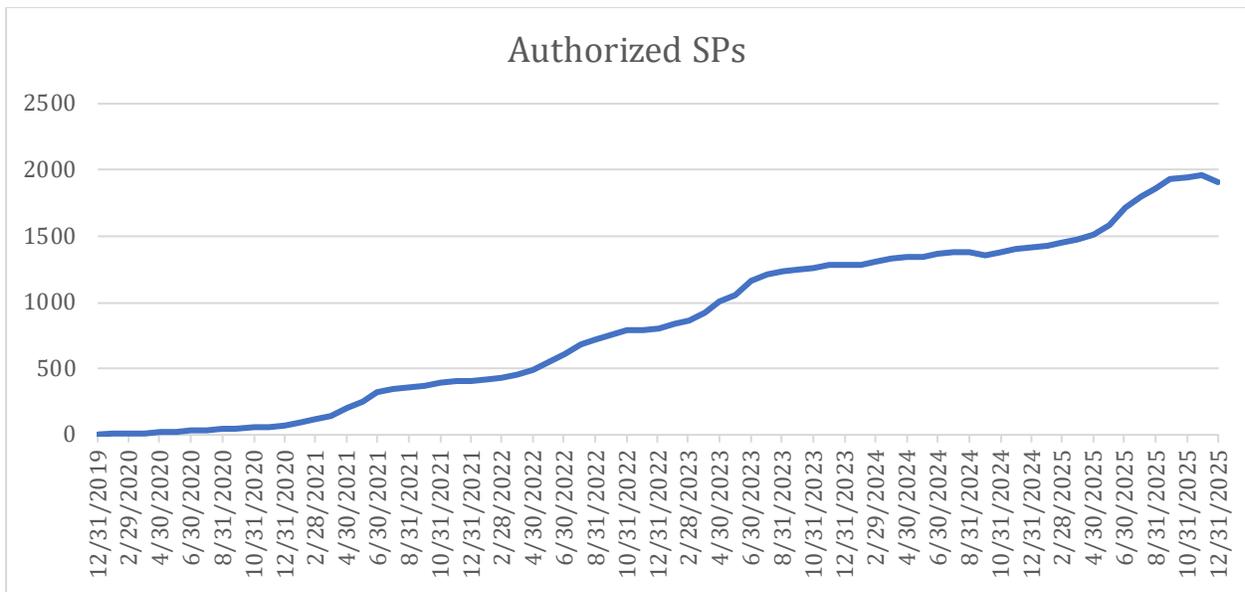
With unprecedented growth in 2025, the US has expanded what is by far the largest STIR/SHAKEN ecosystem in the world with more than 1,900 participating providers. This growth comes with both opportunities and challenges the STI-GA believes it is well-placed to address.

2. SHAKEN Ecosystem Implementation

Authorized Providers

2025 initially appeared as if it might be a year of contraction for the US STIR/SHAKEN ecosystem. In December 2024, the FCC issued an order for the removal of more than 2,000 non-compliant SP RMD registrations. Since registration in the robocall mitigation database (RMD) is one requirement for participation in the US ecosystem, the Secure Telephone Identity Governance Authority (STI-GA) and PA worked in concert to identify which of those 2,000 providers were also registered with the Policy Authority (PA), either under a name identified by the FCC, or perhaps a separate DBA. While the effort resulted in the identification of only 52 potential removals and ultimately only a few actual removals, the lessons learned in the review process were of tremendous value for the future.

¹ The CATA was a Working Group under the North America Numbering Council, an FCC advisory body. The 2018 CATA Working Group Report can be found here: <https://docs.fcc.gov/public/attachments/DOC-350542A1.pdf>



Perhaps the primary lesson the STI-GA learned from the FCC’s removal of so many providers from the RMD, is that an initial removal order may not lead directly to that provider’s ejection from the STIR/SHAKEN ecosystem. For example, a provider may allow an RMD filing to fall out of compliance if it has another filing, perhaps under the name of an affiliate or owner. Mergers and consolidations are commonplace in the telecommunications industry. Further, some providers, once removed from the RMD, quickly refiled, working with the FCC to ensure their new filings were in compliance.

Therefore, while the initial list of RMD deletions from the FCC was large, the STI-GA and PA moved with deliberate caution to ensure no SPC tokens were wrongly revoked. At year’s end, only seven providers faced SPC token revocation after having their RMD filings deleted.

Instead of contraction, the year turned into one of somewhat unexpected growth. After adding a little more than 100 providers in 2024, the pace of new service provider authorizations picked up significantly this year. In 2024, the FCC issued an order that required all service providers to sign calls with their own certificates – previously they’d been allowed to have their calls signed with a third-party’s certificate. Following the issuance of that FCC order, it was difficult to predict the number of previously unregistered providers that would seek STI-PA authorization. In total, the ecosystem added more than 550 new providers, most of which signed up over a four-month period from June to the end of September 2025.

Authorization activity was also affected by the longest ever Federal Government shutdown. Multiple FCC databases are used by the STI-PA in its authorization process. Because of the shutdown, these databases were either completely unavailable or not being updated. Providers seeking authorization were forced to await the government reopening, when the STI-PA could again complete its full vetting process by checking those FCC databases. The STI-PA and STI-GA worked directly with a number of these providers while STI-PA authorizations were temporarily frozen.

Authorized STI-CAs

In 2025, the STI-GA did not add a single STI-CA. In fact, one of the 15 authorized STI-CAs shuttered its services, the first CA to do so within the STIR/SHAKEN Framework. In February, the STI-GA was notified that Allianza was purchasing Metaswitch. In the short-term, the STI-GA had to clear Allianza as an authorized STI-CA, which was possible as the Metaswitch CA, staff and all, was transferred to Allianza as is. Metaswitch continued, for a time, to operate as an STI-CA under its new ownership. By October 1, 2025, Allianza discontinued its STI-CA services, with the STI-GA ensuring its customers had ample opportunity to move to other STI-CAs prior to the discontinuance.

A number of prospective STI-CAs sought STI-GA authorization in 2025, none of which were able to pass the rigorous review process required.

3. STI-GA Policy

The STI-GA continued to review its policies for changes necessary to ensure that the STIR/SHAKEN framework would operate as designed and the ecosystem would be protected against potential SHAKEN certificate misuse. In 2025, the STI-GA published a Conflict of Interest Policy, and refined its definition of Improper Attestation, which caused a minor change to the SPC token Complaint Submissions Form attached to the Revocation Policy.

Conflict of Interest Policy

The SHAKEN Framework is based on a set of foundational principles set forth in the 2018 CATA Working Group report. One of these principles is that the program's STI-PA "must be neutral and have no conflicts of interest such as common ownership or management with any STI-CA candidate that it evaluates."²

While the principle of neutrality was captured in some original STI-PA Request For Proposal language and contracts, the STI-GA wanted to make it clear to all by creating and publishing a new policy that put into words the spirit of the CATA Report recommendations.

The Conflict of Interest Policy, which was published in August 2025, laid out STI-GA thoughts on what constitutes a conflict of interest between the STI-PA and an STI-CA, SP or Resp Org.³ The conflicts may involve both common ownership and common management. The policy allows the STI-GA to seek more information where it believes conflicts may exist and also require certain attestations be made by the parties involved.

Foreign Service Provider Participation

² See NANC CATA Report on Selection of Governance Authority, section 11.1 Future Considerations, at <https://docs.fcc.gov/public/attachments/DOC-350542A1.pdf>.

³ STI-GA Policy 007: Conflict of Interest Policy, <https://cdn.atis.org/sti-ga.atis.org/2025/08/27174200/SHAKEN-Framework-Conflict-Policy-Final.pdf>.

With the influx of new SPs seeking authorization came questions about a number of providers listed in the FCC RMD as Foreign Services Providers (FSP) and whether they should take part directly in the U.S. STIR/SHAKEN implementation. Knowing that participation in the U.S. telecommunications ecosystem encompasses carriers of all types, the STI-GA focused its thoughts on true purpose of STIR/SHAKEN and the calls that are being signed. It determined that, as long as the STI certificates assigned by authorized STI-CAs are being used to sign calls only from U.S. telephone numbers, then the geographic location of the call signer should not be a limiting factor.

The STI-GA added this clarification to its definition of Improper Attestation as well as to the SPC token Complaint Form that is attached to the SPC token Revocation Policy.⁴⁵

4. Cross Border Call Authentication Activities

Change Order 008

The STI-GA Technical Committee (TC) has been hard at work behind the scenes helping the STI-PA define the requirements for a change order that would automate the validation of U.S calls that terminate via providers in Canada and other nations. This effort was made more challenging due to the fact that the standard on which the change order requirements are based (ATIS 1000087) has been undergoing changes throughout the year.

By year's end the TC and the STI-PA reached general agreement on those requirements. The resulting Change Order 008 should be implemented, tested and ready for release early in 2026.

Third Party Vetter

To give other countries that implement STIR/SHAKEN a clear path to interoperate with the STI-GA, the STI-GA created a process to ensure that true interoperability is possible and that any such interoperability would not put the security of the U.S. framework in jeopardy. This process includes extensive review of the policies of any other Governance Authority seeking to interoperate with the U.S. STI-GA.

Outside Governance Authorities must have implemented STIR/SHAKEN in a manner consistent with the ATIS STIR/SHAKEN standards. This will enable SPs in the US that receive signed calls from elsewhere in the world to validate the call signatures.

Beyond the technical aspects of interoperability, there is also the matter of trust between Governance Authorities. As such the STI-GA is now working with a third-party vetting agency that will perform background checks on any Governance Authorities seeking to interoperate, as well as the parties behind their formation. The STI-GA expects to see at least one governance authority application for interoperation in 2026. Along with technical interoperability, the STI-GA focus is squarely on protecting the integrity and security of the STIR/SHAKEN Framework that the U.S. industry put so much time into building.

⁴ Definition of Improper Attestation, <https://sti-ga.atis.org/wp-content/uploads/2023/07/230724-Improper-Auth-and-Attest-Def-Final.pdf>

⁵ STI-GA Policy Decisions Binder, <https://sti-ga.atis.org/policy-decisions-binder/>.

5. **Outreach & Education**

The STI-GA conducts outreach primarily through its website. ⁶ This website is kept current with STI-GA policies, including new policy decisions, through the STI-GA Policy Decisions Binder. Any STI-GA-issued media and industry advisories for important announcements are posted and maintained on this site.

The STI-GA also provide updates annually at the SIPNOC conferences and continued to do so in 2025.

Traditionally, the STI-GA has provided updates to the North American Numbering Council (NANC). The last of these updates was delivered in June 2025, as the NANC charter was not renewed.

The STI-GA regularly meets with regulators and law enforcement to discuss illegal robocall mitigation efforts. It continued its regular meetings with FCC staff. These meetings help the STI-GA keep the FCC informed of any STI-GA policy changes and enforcement efforts. The STI-GA also met monthly with the staff of a number of State Attorneys General in order to stay abreast of AG enforcement efforts and also to understand how and if it can help these efforts.

In 2025, the STI-GA and Industry Traceback Group (ITG) held the first in a series of regular meetings. This partnership offers several key benefits for the telecommunications industry in combating illegal robocalls and callerID spoofing. Those benefits include enhanced information sharing about the ITG's active campaign monitoring, and the refinement of STI-GA policies.

6. **Governance**

Funding and Payments

The SHAKEN Framework is industry-run and funded. Industry has funded this effort from the start and did so again successfully in 2025. The STI-GA, an industry-run body, takes seriously its charge to manage costs for the entire industry. It seeks, not to profit from SHAKEN Framework implementation, but to cover its costs while serving the industry in the best manner possible.

While individual provider costs may rise in future years, the STI-GA will continue working to keep costs predictable and as low as possible for all providers. For 2026, the contribution factor used to determine fees for all but the largest and smallest providers stayed at .00002705. The maximum payment for the largest providers is \$97,500 and the minimum payment applied to the smallest providers is again \$450.

The STI-GA will continue to adjust the Funding Policy annually, to account for any changes in the cost of running the STIR/SHAKEN Framework.

⁶ <https://sti-ga.atis.org/>

Even with the minimization of costs per participant, there are STI Participants that, for varying reasons, fail to pay. The STI-GA works closely with the STI-PA to give such SPs every chance to pay their fees before they are stripped of their STI-PA authorization and their ability to participate in the STIR/SHAKEN ecosystem. In 2025, the STI-PA revoked the SPC tokens of 99 STI Participants that were delinquent in paying their fees. Forty of these providers later paid their fees and were reinstated by the STI-PA.

There are also providers that do not provide the 499A data required by the STI-PA to determine the amount of the SP fee. In 2025, 99 providers failed to provide the required 499A data in a timely manner resulting in SPC token revocation. At the end of the year, 20 of these providers had provided the required data and were reinstated by the STI-PA. All providers should be vigilant in both providing their data and paying their fees. Once an SPC token is revoked, even though an SP may act to provide data or pay the fee, reinstatement may take up to five business days.

STI-GA Board Membership

In 2025, the STI-GA Board welcomed new members and bid farewell to some who had been with the Board since its formation in 2018. Two long time Board members, including the Board Chair, Linda Vandeloop, left the Board. STI-GA Leadership also shifted for the first time. Glenn Clepper (Charter and NCTA) was voted in as STI-GA Chair and Gunnar Halley, (Microsoft and VoN) was voted in as Vice Chair. The composition of the STI-GA Board continues to reflect the broad range of voices within the carrier community, as outlined in the original CATA Working Group Report.

7. Conclusion

The SHAKEN framework is now well established in the U.S. and the industry is refining its call-attestation practices. Moreover, analytics providers that work with voice services providers are better able to parse between good and bad traffic.

2025 was a year of change and somewhat unexpected growth in the STIR/SHAKEN ecosystem. Now with almost 2,000 providers in the fold the percentage of calls signed continues to increase. The increased use of STIR/SHAKEN by so many providers and the fact that each provider originating calls is directly identified in the STIR/SHAKEN signature, make call traceback faster. Faster and more accurate traceback should help better identify those providers trafficking in illegal robocalls.

More accurate signing of trusted traffic and flagging of bad traffic will help to rebuild consumer trust in the phone network. STIR/SHAKEN was never meant to be a silver bullet to the illegal robocall problems facing the industry, but it is proving to be a foundational brick upon which the industry may continue to build well into the future.