Union Calendar No. 133 H.R. 3375

116TH CONGRESS 1ST SESSION

U.S. GOVERNMENT INFORMATION

[Report No. 116-173]

To amend the Communications Act of 1934 to clarify the prohibitions on making robocalls, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 20, 2019

Mr. PALLONE (for himself, Mr. WALDEN, Mr. MICHAEL F. DOYLE of Pennsylvania, and Mr. LATTA) introduced the following bill; which was referred to the Committee on Energy and Commerce

JULY 23, 2019

Additional sponsors: Ms. ESHOO, Ms. MATSUI, Ms. CASTOR of Florida, Mr. MCNERNEY, Mr. WELCH, Mr. LUJÁN, Mr. TONKO, Ms. CLARKE of New York, Mr. LOEBSACK, Mr. SCHRADER, Mr. CÁRDENAS, Mrs. DINGELL, Mr. VEASEY, Mr. MCEACHIN, Mr. SOTO, Mr. O'HALLERAN, Mr. LONG, Mr. WALBERG, Mr. GUTHRIE, Mr. BILIRAKIS, Mrs. RODGERS of Washington, Mr. BURGESS, Mrs. BROOKS of Indiana, Ms. UNDERWOOD, Mr. DOGGETT, Mr. GONZALEZ of Texas, Mr. MCADAMS, Ms. SCHAKOWSKY, Mr. ENGEL, Mr. RUSH, Mr. RUIZ, Ms. KELLY of Illinois, Mr. SHIMKUS, Mr. FLORES, Mr. CARTER of Georgia, Mr. GIANFORTE, Mr. GRIFFITH, Ms. DEGETTE, Mrs. LOWEY, Mr. ALLEN, Mr. KIM, Mr. BISHOP of Georgia, Ms. CLARK of Massachusetts, Mr. LIPINSKI, Mr. ROSE of New York, Mr. Brindisi, Mr. Cohen, Mr. Suozzi, Mr. Carbajal, Ms. WASSERMAN SCHULTZ, Mr. FITZPATRICK, Mr. FULCHER, Mr. UPTON, Mr. Olson, Mr. Cooper, Mr. DeFazio, Mr. Cuellar, Ms. Norton, Ms. VELÁZQUEZ, Mr. MCKINLEY, Mr. SARBANES, Mr. SCOTT of Virginia, Ms. FINKENAUER, Ms. PINGREE, Ms. HAALAND, Mr. SABLAN, Mr. LOWENTHAL, Mrs. DAVIS of California, Mr. HASTINGS, Mr. KINZINGER, Mr. MCGOVERN, Ms. MENG, Mr. DELGADO, Mr. THOMPSON of California, Mr. Bost, Mrs. NAPOLITANO, Mr. BUTTERFIELD, Mr. FORTEN-BERRY, Ms. DEAN, Mr. CRIST, Mr. CONNOLLY, Mr. TRONE, Mr. FLEISCHMANN, Mr. CISNEROS, Mr. DANNY K. DAVIS of Illinois, Mr. LANGEVIN, Ms. KUSTER of New Hampshire, Mr. Cox of California, Mr. GOTTHEIMER, Ms. WILD, Mr. VAN DREW, Mr. CASE, Ms. DELBENE, Mr. LEVIN of Michigan, Mrs. WATSON COLEMAN, Mr. KILDEE, Mr. PAS-CRELL, Mr. HORSFORD, Mrs. TRAHAN, Mr. RUPPERSBERGER, Mr. PA-NETTA, Mrs. MCBATH, Ms. SPANBERGER, Mr. HECK, Ms. STEVENS, Mr. MALINOWSKI, Ms. BROWNLEY of California, Mr. ALLRED, Ms. SLOTKIN, Mr. Peters, Mr. Smucker, Mr. Rogers of Kentucky, Mr. Peterson, Mr. GROTHMAN, Mr. LEVIN of California, Ms. MCCOLLUM, Mr. LARSEN of Washington, Mr. RYAN, Mr. KIND, Ms. SHALALA, Mrs. LESKO, Mr. WITTMAN, Ms. SHERRILL, Mr. LYNCH, Mr. COURTNEY, Mr. DESAULNIER, Mr. PERLMUTTER, Mr. PRICE of North Carolina, Mr. SIRES, Mr. LEWIS, Ms. BARRAGÁN, Mr. TED LIEU of California, Mr. DAVID SCOTT of Georgia, Mr. RICE of South Carolina, Mr. SWALWELL of California, Mr. KHANNA, Mr. CUMMINGS, Ms. CRAIG, Mr. SMITH of Nebraska, Mr. Norcross, Mr. Rouda, Mr. Grijalva, Mrs. Axne, Mr. SERRANO, Mr. BUCSHON, Mr. KENNEDY, Mr. PAYNE, Mr. JOHNSON of Ohio, Mr. YARMUTH, Mr. SMITH of New Jersev, Mr. Schiff, Mr. NEGUSE, Ms. SÁNCHEZ, Mrs. WALORSKI, Ms. HILL of California, Mr. SCHNEIDER, Mr. MEEKS, Mr. NADLER, Mr. MEADOWS, Mrs. TORRES of California, Mr. KEATING, Mr. HUFFMAN, Mr. BEYER, Ms. TORRES SMALL of New Mexico, Mr. BUCHANAN, Mr. CHABOT, Mr. BALDERSON, Mr. WRIGHT, Mr. KUSTOFF of Tennessee, Mr. CLINE, Mr. CUNNINGHAM, Mr. RUTHERFORD, Mr. LARSON of Connecticut, Mr. PAPPAS, Mr. JOHN-SON of Georgia, Ms. SPEIER, Mr. LAWSON of Florida, Ms. BLUNT ROCH-ESTER, Mr. CARSON of Indiana, Mr. COSTA, Mr. MORELLE, Ms. BONAMICI, Ms. CHENEY, Mr. BURCHETT, Mr. STEWART, Mr. RIGGLEMAN, Mr. STAUBER, Mr. DAVID P. ROE of Tennessee, Mr. MITCHELL, MS. KAPTUR, Mr. CURTIS, Ms. SCANLON, Mrs. BUSTOS, Mr. THOMPSON of Mississippi, Mr. HAGEDORN, Mr. WILSON of South Carolina, Ms. GARCIA of Texas, Mrs. BEATTY, Ms. PORTER, Mr. GREEN of Texas, Mrs. Luria, Mr. Quigley, Mr. Kilmer, Ms. Houlahan, Ms. FRANKEL, Mrs. KIRKPATRICK, Ms. HERRERA BEUTLER, Mr. BRADY, Mr. LAHOOD, Mr. HURD of Texas, Ms. WILSON of Florida, Mr. HARDER of California, Mr. BUDD, Mr. CALVERT, Mr. JOHN W. ROSE of Tennessee, Mr. MEUSER, Mr. RESCHENTHALER, Ms. TITUS, Mr. LAMB, Mr. JOHN-SON of South Dakota, Mr. TAYLOR, Mr. KEVIN HERN of Oklahoma, Mr. GOSAR, Ms. JUDY CHU of California, Mrs. MURPHY, Mr. KELLER, Mr. HIGGINS of New York, Mr. CASTEN of Illinois, Mr. CLAY, Ms. FUDGE, Mr. BLUMENAUER, Mr. JEFFRIES, Mr. BROWN of Maryland, and Mr. GARAMENDI

JULY 23, 2019

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill as introduced on June 20, 2019]

⁴ **A BILL**

To amend the Communications Act of 1934 to clarify the prohibitions on making robocalls, and for other purposes.

Be it enacted by the Senate and House of Representa tives of the United States of America in Congress assembled,
 SECTION 1. SHORT TITLE.

4 This Act may be cited as the "Stopping Bad Robocalls5 Act".

6 SEC. 2. CONSUMER PROTECTION REGULATIONS RELATING 7 TO MAKING ROBOCALLS.

8 Not later than 6 months after the date of the enactment 9 of this Act, and as appropriate thereafter to ensure that 10 the consumer protection and privacy purposes of section 11 227 of the Communications Act of 1934 (47 U.S.C. 227) remain effective, the Commission shall prescribe such regu-12 lations, or amend such existing regulations, regarding calls 13 made or text messages sent using automatic telephone dial-14 15 ing systems and calls made using an artificial or prerecorded voice as will, in the judgment of the Commis-16 sion, clarify descriptions of automatic telephone dialing 17 systems and ensure that— 18

19 (1) the consumer protection and privacy pur20 poses of such section are effectuated;

(2) calls made and text messages sent using
automatic telephone dialing systems and calls made
using an artificial or prerecorded voice are made or
sent (as the case may be) with consent, unless consent
is not required under or the call or text message is

exempted by paragraph (1), $(2)(B)$, or $(2)(C)$ of sub-
section (b) of such section;
(3) consumers can withdraw consent for such
calls and text messages;
(4) circumvention or evasion of such section is
prevented;
(5) callers maintain records to demonstrate that
such callers have obtained consent, unless consent is
not required under or the call or text message is ex-
empted by paragraph (1), $(2)(B)$, or $(2)(C)$ of sub-
section (b) of such section, for such calls and text mes-
sages, for a period of time that will permit the Com-
mission to effectuate the consumer protection and pri-
vacy purposes of such section; and
(6) compliance with such section is facilitated.
SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS.
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SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS. (a) IN GENERAL.—Section 227(b)(2) of the Commu-
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SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS. (a) IN GENERAL.—Section 227(b)(2) of the Commu- nications Act of 1934 (47 U.S.C. 227(b)(2)) is amended— (1) in subparagraph (G)(ii), by striking "; and"
SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS. (a) IN GENERAL.—Section 227(b)(2) of the Commu- nications Act of 1934 (47 U.S.C. 227(b)(2)) is amended— (1) in subparagraph (G)(ii), by striking "; and" and inserting a semicolon;
 SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS. (a) IN GENERAL.—Section 227(b)(2) of the Communications Act of 1934 (47 U.S.C. 227(b)(2)) is amended— (1) in subparagraph (G)(ii), by striking "; and" and inserting a semicolon; (2) in subparagraph (H), by striking the period
 SEC. 3. CONSUMER PROTECTIONS FOR EXEMPTIONS. (a) IN GENERAL.—Section 227(b)(2) of the Communications Act of 1934 (47 U.S.C. 227(b)(2)) is amended— (1) in subparagraph (G)(ii), by striking "; and" and inserting a semicolon; (2) in subparagraph (H), by striking the period at the end and inserting "; and"; and

1	for calls made in reliance on the exemption with
2	respect to—
3	"(i) the classes of parties that may
4	make such calls;
5	"(ii) the classes of parties that may be
6	called; and
7	"(iii) the number of such calls that a
8	calling party may make to a particular
9	called party.".
10	(b) Deadline for Regulations.—In the case of any
11	exemption issued under subparagraph (B) or (C) of section
12	227(b)(2) of the Communications Act of 1934 (47 U.S.C.
13	227(b)(2)) before the date of the enactment of this Act, the
14	Commission, shall, not later than 1 year after such date
15	of enactment, prescribe such regulations, or amend such ex-
16	isting regulations, as necessary to ensure that such exemp-
17	tion contains each requirement described in subparagraph
18	(I) of such section, as added by subsection (a) . To the extent
19	such an exemption contains such a requirement before such
20	date of enactment, nothing in this section or the amend-
21	ments made by this section shall be construed to require
22	the Commission to prescribe or amend regulations relating
23	to such requirement.
24	

24 SEC. 4. REPORT ON REASSIGNED NUMBER DATABASE.

25 (a) REPORT TO CONGRESS.—

1	(1) IN GENERAL.—Not later than 1 year after
2	the date of the enactment of this Act, the Commission
3	shall submit to Congress, and make publicly available
4	on the website of the Commission, a report on the sta-
5	tus of the efforts of the Commission pursuant to the
6	Second Report and Order in the matter of Advanced
7	Methods to Target and Eliminate Unlawful Robocalls
8	(CG Docket No. 17–59; FCC 18–177; adopted on De-
9	cember 12, 2018).
10	(2) CONTENTS.—The report required by para-
11	graph (1) shall describe the efforts of the Commission,
12	as described in such Second Report and Order, to en-
13	sure—
14	(A) the establishment of a database of tele-
15	phone numbers that have been disconnected, in
16	order to provide a person making calls subject to
17	section 227(b) of the Communications Act of
18	1934 (47 U.S.C. 227(b)) with comprehensive and
19	timely information to enable such person to
20	avoid making calls without the prior express
21	consent of the called party because the number
22	called has been reassigned;
23	(B) that a person who wishes to use any
24	safe harbor provided pursuant to such Second
25	Report and Order with respect to making calls

1	must demonstrate that, before making the call,
2	the person appropriately checked the most recent
3	update of the database and the database reported
4	that the number had not been disconnected; and
5	(C) that if the person makes the demonstra-
6	tion described in subparagraph (B) , the person
7	will be shielded from liability under section
8	227(b) of the Communications Act of 1934 (47
9	U.S.C. 227(b)) should the database return an in-
10	accurate result.
11	(b) Clarification of Definition of Called
12	PARTY.—
13	(1) IN GENERAL.—Section 227(a) of the Commu-
14	nications Act of 1934 (47 U.S.C. 227(a)) is amended
15	by adding at the end the following:
16	"(6) The term 'called party' means, with respect
17	to a call, the current subscriber or customary user of
18	the telephone number to which the call is made, deter-
19	mined at the time when the call is made.".
20	(2) Conforming Amendments.—Section
21	227(d)(3)(B) of the Communications Act of 1934 (47)
22	U.S.C. 227(d)(3)(B)) is amended—
23	(A) by striking "called party's line" each
24	place it appears and inserting "telephone line
25	called"; and

1 (B) by striking "called party has hung up" 2 and inserting "answering party has hung up". (3) EFFECTIVE DATE.—The amendments made 3 4 by this subsection shall apply beginning on the date on which the database described in the Second Report 5 6 and Order in the matter of Advanced Methods to Tar-7 get and Eliminate Unlawful Robocalls (CG Docket 8 No. 17–59; FCC 18–177; adopted on December 12, 9 2018) becomes fully operational, such that a person 10 may check the database to determine the last date of 11 permanent disconnection associated with a phone 12 number. Nothing in the amendments made by this 13 subsection shall affect the construction of the law as 14 it applies before the effective date. 15 SEC. 5. ENFORCEMENT.

16 (a) NO CITATION REQUIRED TO SEEK FORFEITURE
17 PENALTY.—

18 (1) FOR ROBOCALL VIOLATIONS.—Section 227(b)
19 of the Communications Act of 1934 (47 U.S.C.
20 227(b)) is amended by adding at the end the fol21 lowing:

(4) NO CITATION REQUIRED TO SEEK FORFEITURE PENALTY.—Paragraph (5) of section 503(b)
shall not apply in the case of a violation made with
the intent to cause such violation of this subsection.".

1	(2) For caller identification information
2	VIOLATIONS.—Section 227(e)(5)(A)(iii) of the Com-
3	munications Act of 1934 (47 U.S.C. 227(e)(5)(A)(iii))
4	is amended by adding at the end the following:
5	"Paragraph (5) of section 503(b) shall not apply in
6	the case of a violation of this subsection.".
7	(b) 4-year Statute of Limitations.—
8	(1) For robocall violations.—Section 227(b)
9	of the Communications Act of 1934 (47 U.S.C.
10	227(b)), as amended by subsection (a), is further
11	amended by adding at the end the following:
12	"(5) 4-year statute of limitations.—Not-
13	withstanding paragraph (6) of section 503(b), no for-
14	feiture penalty for violation of this subsection shall be
15	determined or imposed against any person if the vio-
16	lation charged occurred more than—
17	"(A) 3 years prior to the date of issuance
18	of the notice required by paragraph (3) of such
19	section or the notice of apparent liability re-
20	quired by paragraph (4) of such section (as the
21	case may be); or
22	(B) if the violation was made with the in-
23	tent to cause such violation, 4 years prior to the
24	date of issuance of the notice required by para-
25	graph (3) of such section or the notice of appar-

1	ent liability required by paragraph (4) of such
2	section (as the case may be).".
3	(2) For caller identification information
4	VIOLATIONS.—Section 227(e)(5)(A)(iv) of the Commu-
5	nications Act of 1934 (47 U.S.C. 227(e)(5)(A)(iv)) is
6	amended—
7	(A) in the heading, by striking "2-YEAR"
8	and inserting "4-YEAR"; and
9	(B) by striking "2 years" and inserting "4
10	years".
11	(c) Increased Penalty for Robocall Violations
12	WITH INTENT.—Section 227(b) of the Communications Act
13	of 1934 (47 U.S.C. 227(b)), as amended by subsections (a)
14	and (b), is further amended by adding at the end the fol-
15	lowing:
16	"(6) Increased penalty for violations with
17	INTENT.—In the case of a forfeiture penalty for viola-
18	tion of this subsection that is determined or imposed
19	under section 503(b), if such violation was made with
20	the intent to cause such violation, the amount of such
21	penalty shall be equal to an amount determined in
22	accordance with subparagraphs (A) through (F) of
23	section $503(b)(2)$ plus an additional penalty not to
24	exceed \$10,000.".

13

1 SEC. 6. ANNUAL REPORT TO CONGRESS.

Section 227 of the Communications Act of 1934 (47
 U.S.C. 227) is amended by adding at the end the following:
 "(i) ANNUAL REPORT TO CONGRESS ON ROBOCALLS
 AND TRANSMISSION OF MISLEADING OR INACCURATE CALL ER IDENTIFICATION INFORMATION.—

7 "(1) REPORT REQUIRED.—Not later than 1 year after the date of the enactment of this subsection, and 8 9 annually thereafter, the Commission, after consulta-10 tion with the Federal Trade Commission, shall submit 11 to Congress a report regarding enforcement by the 12 Commission of subsections (b), (c), (d), and (e) dur-13 ing the preceding calendar year. "(2) MATTERS FOR INCLUSION.—Each report re-14

quired by paragraph (1) shall include the following:
"(A) The number of complaints received by
the Commission during each of the preceding five
calendar years, for each of the following categories:

20 "(i) Complaints alleging that a con21 sumer received a call in violation of sub22 section (b) or (c).

23 "(ii) Complaints alleging that a con24 sumer received a call in violation of the
25 standards prescribed under subsection (d).

1	"(iii) Complaints alleging that a con-
2	sumer received a call in connection with
3	which misleading or inaccurate caller iden-
4	tification information was transmitted in
5	violation of subsection (e).
6	(B) The number of citations issued by the
7	Commission pursuant to section 503(b) during
8	the preceding calendar year to enforce subsection
9	(d), and details of each such citation.
10	"(C) The number of notices of apparent li-
11	ability issued by the Commission pursuant to
12	section 503(b) during the preceding calendar
13	year to enforce subsections (b), (c), (d), and (e),
14	and details of each such notice including any
15	proposed forfeiture amount.
16	``(D) The number of final orders imposing
17	forfeiture penalties issued pursuant to section
18	503(b) during the preceding calendar year to en-
19	force such subsections, and details of each such
20	order including the forfeiture imposed.
21	((E) The amount of forfeiture penalties or
22	criminal fines collected, during the preceding
23	calendar year, by the Commission or the Attor-
24	ney General for violations of such subsections,

	10
1	(b) Requirements for Effective Call Authen-
2	TICATION TECHNOLOGY.—
3	(1) IN GENERAL.—The regulations required by
4	subsection (a) shall—
5	(A) require providers of voice service to im-
6	plement, within six months after the date on
7	which such regulations are prescribed, an effec-
8	tive call authentication technology; and
9	(B) ensure that voice service providers that
10	have implemented the effective authentication
11	technology attest that such provider has deter-
12	mined, when originating calls on behalf of a call-
13	ing party, that the calling party number trans-
14	mitted with such calls has been appropriately
15	authenticated.
16	(2) Reassessment of regulations.—The
17	Commission shall reassess such regulations, at least
18	once every two years, to ensure the regulations remain
19	effective and up to date with technological capabili-
20	ties.
21	(3) EXEMPTION.—
22	(A) BURDENS AND BARRIERS TO IMPLE-
23	MENTATION.—The Commission—

17

1	(i) shall include findings on any bur-
2	dens or barriers to the implementation re-
3	quired in paragraph (1), including—
4	(I) for providers of voice service to
5	the extent the networks of such pro-
6	viders use time-division multiplexing;
7	and
8	(II) for small providers of voice
9	service and those in rural areas; and
10	(ii) in connection with such findings,
11	may exempt from the 6-month time period
12	described in paragraph (1)(A), for a reason-
13	able period of time a class of providers of
14	voice service, or type of voice calls, as nec-
15	essary for that class of providers or type of
16	calls to participate in the implementation
17	in order to address the identified burdens
18	and barriers.
19	(B) FULL PARTICIPATION.—The Commis-
20	sion shall take all steps necessary to address any
21	issues in the findings and enable as promptly as
22	possible full participation of all classes of pro-
23	viders of voice service and types of voice calls to
24	receive the highest level of attestation.

1 (C) ALTERNATIVE METHODOLOGIES.—The 2 Commission shall identify or develop, in con-3 sultation with small providers of service and 4 those in rural areas, alternative effective meth-5 odologies protect customers from to6 unauthenticated calls during any exemption given under subparagraph (A)(ii). Such meth-7 8 odologies shall be provided with no additional 9 line item charge to customers.

10(D) REVISION OF EXEMPTION.—Not less fre-11quently than annually after the first exemption12is issued under this paragraph, the Commission13shall consider revising or extending any exemp-14tion made, may revise such exemption, and shall15issue a public notice with regard to whether such16exemption remains necessary.

17 (4) ACCURATE IDENTIFICATION.—The regula18 tions required by subsection (a) shall include guide19 lines that providers of voice service may use as part
20 of the implementation of effective call authentication
21 technology under paragraph (1) to take steps to en22 sure the calling party is accurately identified.

(5) NO ADDITIONAL COST TO CONSUMERS OR
SMALL BUSINESS CUSTOMERS.—The regulations required by subsection (a) shall prohibit providers of

1	voice service from making any additional line item
2	charges to consumer or small business customer sub-
3	scribers for the effective call authentication technology
4	required under paragraph (1).
5	(6) EVALUATION.—Not later than 2 years after
6	the date of enactment of this Act, and consistent with
7	the regulations prescribed under subsection (a), the
8	Commission shall initiate an evaluation of the success
9	of the effective call authentication technology required
10	under paragraph (1).
11	(7) UNAUTHENTICATED CALLS.—The Commis-
12	sion shall—
13	(A) in the regulations required by sub-
14	section (a), consistent with the regulations pre-
15	scribed under subsection (k) of section 227 of the
16	Communications Act of 1934 (47 U.S.C. 227), as
17	added by section 8, help protect subscribers from
18	receiving unwanted calls from a caller using an
19	unauthenticated number, through effective means
20	of enabling the subscriber or provider to block
21	such calls, with no additional line item charge to
22	the subscriber; and
23	(B) take appropriate steps to ensure that
24	calls originating from a provider of service in an
25	area where the provider is exempt from the 6-

4 (c) REPORT.—Not later than 6 months after the date on which the regulations under subsection (a) are pre-5 scribed, the Commission shall submit to the Committee on 6 7 Energy and Commerce of the House of Representatives and 8 the Committee on Commerce, Science, and Transportation 9 of the Senate, and make publicly available on its website, 10 a report on the implementation of subsection (b), which 11 shall include—

(1) an analysis of the extent to which providers
of a voice service have implemented the effective call
authentication technology, including whether the
availability of necessary equipment and equipment
upgrades has impacted such implementation; and

17 (2) an assessment of the effective call authentica18 tion technology, as being implemented under sub19 section (b), in addressing all aspects of call authen20 tication.

21 (d) VOICE SERVICE DEFINED.—In this section, the
22 term "voice service"—

(1) means any service that is interconnected with
the public switched telephone network and that furnishes voice communications to an end user using re-

	21
1	sources from the North American Numbering Plan or
2	any successor to the North American Numbering Plan
3	adopted by the Commission under section 251(e)(1) of
4	the Communications Act of 1934 (47 U.S.C.
5	251(e)(1)); and
6	(2) includes—
7	(A) transmissions from a telephone fac-
8	simile machine, computer, or other device to a
9	telephone facsimile machine; and
10	(B) without limitation, any service that en-
11	ables real-time, two-way voice communications,
12	including any service that requires internet pro-
13	tocol-compatible customer premises equipment
14	(commonly known as "CPE") and permits out-
15	bound calling, whether or not the service is one-
16	way or two-way voice over internet protocol.
17	SEC. 8. STOP ROBOCALLS.
18	(a) INFORMATION SHARING REGARDING ROBOCALL
19	AND Spoofing Violations.—Section 227 of the Commu-
20	nications Act of 1934 (47 U.S.C. 227), as amended by sec-
21	tion 6, is further amended by adding at the end the fol-
22	lowing:
23	"(j) INFORMATION SHARING.—

24 "(1) IN GENERAL.—Not later than 18 months
25 after the date of the enactment of this subsection, the

1	Commission shall prescribe regulations to establish a
2	process that streamlines the ways in which a private
3	entity may voluntarily share with the Commission
4	information relating to—
5	"(A) a call made or a text message sent in
6	violation of subsection (b); or
7	``(B) a call or text message for which mis-
8	leading or inaccurate caller identification infor-
9	mation was caused to be transmitted in violation
10	of subsection (e).
11	"(2) Text message defined.—In this sub-
12	section, the term 'text message' has the meaning given
13	such term in subsection (e)(8).".
14	(b) Robocall Blocking Service.—Section 227 of
15	the Communications Act of 1934 (47 U.S.C. 227), as
16	amended by section 6 and subsection (a) of this section, is
17	further amended by adding at the end the following:
18	"(k) Robocall Blocking Service.—
19	"(1) IN GENERAL.—Not later than 1 year after
20	the date of the enactment of this subsection, the Com-
21	mission shall take a final agency action to ensure the
22	robocall blocking services provided on an opt-out or
23	opt-in basis pursuant to the Declaratory Ruling of
24	the Commission in the matter of Advanced Methods to
25	Target and Eliminate Unlawful Robocalls (CG Dock-

1	et No. 17–59; FCC 19–51; adopted on June 6,
2	2019)—
3	"(A) are provided with transparency and
4	effective redress options for both—
5	"(i) consumers; and
6	"(ii) callers; and
7	``(B) are provided with no additional line
8	item charge to consumers and no additional
9	charge to callers for resolving complaints related
10	to erroneously blocked calls.
11	"(2) Text message defined.—In this sub-
12	section, the term 'text message' has the meaning given
13	such term in subsection $(e)(8)$.".
14	(c) Study on Information Requirements for
15	Certain Voip Service Providers.—
16	(1) IN GENERAL.—The Commission shall conduct
17	a study regarding whether to require a provider of
18	covered VoIP service to—
19	(A) provide to the Commission contact in-
20	formation for such provider and keep such infor-
21	mation current; and
22	(B) retain records relating to each call
23	transmitted over the covered VoIP service of such
24	provider that are sufficient to trace such call
25	back to the source of such call.

1	(2) Report to congress.—Not later than 18
2	months after the date of the enactment of this Act, the
3	Commission shall submit to Congress a report on the
4	results of the study conducted under paragraph (1).
5	(3) Covered voip service defined.—In this
6	subsection, the term "covered VoIP service" means a
7	service that—
8	(A) is an interconnected VoIP service (as
9	defined in section 3 of the Communications Act
10	of 1934 (47 U.S.C. 153)); or
11	(B) would be an interconnected VoIP service
12	(as so defined) except that the service permits
13	users to terminate calls to the public switched
14	telephone network but does not permit users to
15	receive calls that originate on the public switched
16	telephone network.
17	(d) Transitional Rule Regarding Definition of
18	TEXT MESSAGE.—Paragraph (2) of subsection (j) of section
19	227 of the Communications Act of 1934 (47 U.S.C. 227),
20	as added by subsection (a) of this section, and paragraph
21	(2) of subsection (k) of such section 227, as added by sub-
22	section (b) of this section, shall apply before the effective
23	date of the amendment made to subsection $(e)(8)$ of such
24	section 227 by subparagraph (C) of section $503(a)(2)$ of di-
25	vision P of the Consolidated Appropriations Act, 2018

(Public Law 115–141) as if such amendment was already
 in effect.

3 SEC. 9. PROVISION OF EVIDENCE OF CERTAIN ROBOCALL 4 VIOLATIONS TO ATTORNEY GENERAL.

5 (a) IN GENERAL.—If the Chief of the Enforcement Bu6 reau of the Commission obtains evidence that suggests a
7 willful, knowing, and repeated robocall violation with an
8 intent to defraud, cause harm, or wrongfully obtain any9 thing of value, the Chief of the Enforcement Bureau shall
10 provide such evidence to the Attorney General.

(b) REPORT TO CONGRESS.—Not later than 1 year
after the date of the enactment of this Act, and annually
thereafter, the Commission shall publish on its website and
submit to the Committee on Energy and Commerce of the
House of Representatives and the Committee on Commerce,
Science, and Transportation of the Senate a report that—

(1) states the number of instances during the
preceding year in which the Chief of the Enforcement
Bureau provided the evidence described in subsection
(a) to the Attorney General; and

21 (2) contains a general summary of the types of
22 robocall violations to which such evidence relates.

23 (c) RULES OF CONSTRUCTION.—Nothing in this sec24 tion shall be construed to affect the ability of the Commis-

sion or the Chief of the Enforcement Bureau under other
 law—

3 (1) to refer a matter to the Attorney General; or
4 (2) to pursue or continue pursuit of an enforce5 ment action in a matter with respect to which the
6 Chief of the Enforcement Bureau provided the evi7 dence described in subsection (a) to the Attorney Gen8 eral.

9 (d) ROBOCALL VIOLATION DEFINED.—In this section, 10 the term "robocall violation" means a violation of sub-11 section (b) or (e) of section 227 of the Communications Act 12 of 1934 (47 U.S.C. 227).

13 SEC. 10. PROTECTION FROM ONE-RING SCAMS.

(a) INITIATION OF PROCEEDING.—Not later than 120
days after the date of the enactment of this Act, the Commission shall initiate a proceeding to protect called parties
from one-ring scams.

(b) MATTERS TO BE CONSIDERED.—As part of the
proceeding required by subsection (a), the Commission shall
consider how the Commission can—

21 (1) work with Federal and State law enforce22 ment agencies to address one-ring scams;

- 23 (2) work with the governments of foreign coun-
- 24 tries to address one-ring scams;

1	(3) in consultation with the Federal Trade Com-
2	mission, better educate consumers about how to avoid
3	one-ring scams;
4	(4) incentivize voice service providers to stop
5	calls made to perpetrate one-ring scams from being
6	received by called parties, including consideration of
7	adding identified one-ring scam type numbers to the
8	Commission's existing list of permissible categories for
9	carrier-initiated blocking;
10	(5) work with entities that provide call-blocking

11 services to address one-ring scams; and

12 (6) establish obligations on international gateway providers that are the first point of entry for 13 14 these calls into the United States, including potential 15 requirements that such providers verify with the for-16 eign originator the nature or purpose of calls before 17 initiating service.

18 (c) REPORT TO CONGRESS.—Not later than 1 year 19 after the date of the enactment of this Act, the Commission 20 shall publish on its website and submit to the Committee on Energy and Commerce of the House of Representatives 21 22 and the Committee on Commerce, Science, and Transpor-23 tation of the Senate a report on the status of the proceeding required by subsection (a). 24

25 (d) DEFINITIONS.—In this section:

1	(1) ONE-RING SCAM.—The term "one-ring scam"
2	means a scam in which a caller makes a call and al-
3	lows the call to ring the called party for a short dura-
4	tion, in order to prompt the called party to return the
5	call, thereby subjecting the called party to charges.
6	(2) STATE.—The term "State" has the meaning
7	given such term in section 3 of the Communications
8	Act of 1934 (47 U.S.C. 153).
9	(3) VOICE SERVICE.—The term "voice service"
10	has the meaning given such term in section 227(e)(8)
11	of the Communications Act of 1934 (47 U.S.C.
12	227(e)(8)). This paragraph shall apply before the ef-
13	fective date of the amendment made to such section by
14	subparagraph (C) of section $503(a)(2)$ of division P
15	of the Consolidated Appropriations Act, 2018 (Public
16	Law 115–141) as if such amendment was already in
17	effect.

18 SEC. 11. INTERAGENCY WORKING GROUP.

(a) IN GENERAL.—The Attorney General, in consultation with the Commission, shall convene an interagency
working group to study the enforcement of section 227(b)
of the Communications Act of 1934 (47 U.S.C. 227(b)).

23 (b) DUTIES.—In carrying out the study under sub24 section (a), the interagency working group shall—

1	(1) determine whether, and if so how, any Fed-
2	eral law, including regulations, policies, and prac-
3	tices, or budgetary or jurisdictional constraints in-
4	hibit the enforcement of such section;
5	(2) identify existing and potential Federal poli-
6	cies and programs that encourage and improve co-
7	ordination among Federal departments and agencies
8	and States, and between States, in the enforcement
9	and prevention of the violation of such section;
10	(3) identify existing and potential international
11	policies and programs that encourage and improve
12	coordination between countries in the enforcement
13	and prevention of the violation of such section (and
14	laws of foreign countries prohibiting similar conduct);
15	and
16	(4) consider—
17	(A) the benefit and potential sources of ad-
18	ditional resources for the Federal enforcement
19	and prevention of the violation of such section;
20	(B) whether memoranda of understanding
21	regarding the enforcement and prevention of the
22	violation of such section should be established be-
23	tween—
24	(i) the States;

1	(ii) the States and the Federal Govern-
2	ment; and
3	(iii) the Federal Government and for-
4	eign governments;
5	(C) whether a process should be established
6	to allow States to request Federal subpoenas
7	from the Commission with respect to the enforce-
8	ment of such section;
9	(D) whether increased criminal penalties for
10	the violation of such section (including increas-
11	ing the amount of fines and increasing the max-
12	imum term of imprisonment that may be im-
13	posed to a period greater than 2 years) are ap-
14	propriate;
15	(E) whether regulation of any entity that
16	enters into a business arrangement with a car-
17	rier for the specific purpose of carrying, routing,
18	or transmitting a call that constitutes a viola-
19	tion of such section would assist in the successful
20	enforcement and prevention of the violation of
21	such section; and
22	(F) the extent to which the prosecution of
23	certain violations of such section (which result in
24	economic, physical, or emotional harm) pursuant
25	to any Department of Justice policy may inhibit

1	or otherwise interfere with the prosecution of
2	other violations of such section.
3	(c) Members.—The interagency working group shall
4	be composed of such representatives of Federal departments
5	and agencies as the Attorney General considers appropriate,
6	which may include—
7	(1) the Department of Commerce (including the
8	National Telecommunications and Information Ad-
9	ministration);
10	(2) the Department of State;
11	(3) the Department of Homeland Security;
12	(4) the Commission;
13	(5) the Federal Trade Commission; and
14	(6) the Bureau of Consumer Financial Protec-
15	tion.
16	(d) Non-Federal Stakeholders.—In carrying out
17	the study under subsection (a), the interagency working
18	group shall consult with such non-Federal stakeholders as
19	the Attorney General determines have relevant expertise, in-
20	cluding the National Association of Attorneys General.
21	(e) Report to Congress.—Not later than 9 months
22	after the date of the enactment of this Act, the interagency
23	working group shall submit to the Committee on Commerce,
24	Science, and Transportation and the Committee on the Ju-
25	diciary of the Senate and the Committee on Energy and

4 (1) any recommendations regarding the enforce5 ment and prevention of the violation of such section;
6 and

7 (2) a description of what process, if any, rel8 evant Federal departments and agencies have made in
9 implementing the recommendations under paragraph
10 (1).

11 SEC. 12. COMMISSION DEFINED.

12 In this Act, the term "Commission" means the Federal13 Communications Commission.

14 SEC. 13. ANNUAL ROBOCALL REPORT.

15 (a) IN GENERAL.—Not later than 1 year after the date of the enactment of this Act, and annually thereafter, the 16 Commission shall make publicly available on the website 17 of the Commission, and submit to the Committee on Energy 18 and Commerce of the House of Representatives and the 19 20 Committee on Commerce, Science and Transportation of the 21 Senate, a report on the status of private-led efforts to trace 22 back the origin of suspected unlawful robocalls by the reg-23 istered consortium and the participation of voice service 24 providers in such efforts.

(b) CONTENTS OF REPORT.—The report required
 under subsection (a) shall include, at minimum, the fol lowing:

4 (1) A description of private-led efforts to trace
5 back the origin of suspected unlawful robocalls by the
6 registered consortium and the actions taken by the
7 registered consortium to coordinate with the Commis8 sion.

9 (2) A list of voice service providers identified by 10 the registered consortium that participated in pri-11 vate-led efforts to trace back the origin of suspected 12 unlawful robocalls through the registered consortium.

(3) A list of each voice service provider that received a request from the registered consortium to
participate in private-led efforts to trace back the origin of suspected unlawful robocalls and refused to
participate, as identified by the registered consortium.

(4) The reason, if any, each voice service provider identified by the registered consortium provided
for not participating in private-led efforts to trace
back the origin of suspected unlawful robocalls.

(5) A description of how the Commission may
use the information provided to the Commission by
voice service providers or the registered consortium
that have participated in private-led efforts to trace

back the origin of suspected unlawful robocalls in the
 enforcement efforts by the Commission.

3 (c) ADDITIONAL INFORMATION.—Not later than 210 4 days after the date of the enactment of this Act, and annually thereafter, the Commission shall issue a notice to the 5 public seeking additional information from voice service 6 7 providers and the registered consortium of private-led ef-8 forts to trace back the origin of suspected unlawful robocalls necessary for the report by the Commission required under 9 10 subsection (a).

(d) REGISTRATION OF CONSORTIUM OF PRIVATE-LED
 EFFORTS TO TRACE BACK THE ORIGIN OF SUSPECTED UN LAWFUL ROBOCALLS.—

14 (1) IN GENERAL.—Not later than 90 days after
15 the date of the enactment of this Act, the Commission
16 shall issue rules to establish a registration process for
17 the registration of a single consortium that conducts
18 private-led efforts to trace back the origin of suspected
19 unlawful robocalls. The consortium shall meet the fol20 lowing requirements:

21 (A) Be a neutral third-party competent to
22 manage the private-led effort to trace back the
23 origin of suspected unlawful robocalls in the
24 judgement of the Commission.

1	(B) Maintain a set of written best practices	
2	about the management of such efforts and re-	
3	garding providers of voice services' participation	
4	in private-led efforts to trace back the origin of	
5	suspected unlawful robocalls.	
6	(C) Consistent with section $222(d)(2)$ of the	
7	Communications Act of 1934 (47 U.S.C.	
8	222(d)(2)), any private-led efforts to trace back	
9	the origin of suspected unlawful robocalls con-	
10	ducted by the third-party focus on "fraudulent,	
11	abusive, or unlawful" traffic.	
12	(D) File a notice with the Commission that	
13	the consortium intends to conduct private-led ef-	
14	forts to trace back in advance of such registra-	
15	tion.	
16	(2) ANNUAL NOTICE BY THE COMMISSION SEEK-	
17	ING REGISTRATIONS.—Not later than 120 days after	
18	the date of the enactment of this Act, and annually	
19	thereafter, the Commission shall issue a notice to the	
20	public seeking the registration described in paragraph	
21	(1).	
22	(e) LIST OF VOICE SERVICE PROVIDERS.—The Com-	
23	mission may publish a list of voice service providers and	
24	take appropriate enforcement action based on information	

that refuse to participate in private-led efforts to trace back
 the origin of suspected unlawful robocalls, and other infor mation the Commission may collect about service providers
 that are found to originate or transmit substantial amounts
 of illegal calls.

6 *(f)* DEFINITIONS.—In this section:

7 (1) PRIVATE-LED EFFORT TO TRACE BACK.—The
8 term "private-led effort to trace back" means an effort
9 made by the registered consortium of voice service
10 providers to establish a methodology for determining
11 the origin of a suspected unlawful robocall.

12 (2) REGISTERED CONSORTIUM.—The term "reg13 istered consortium" means the consortium registered
14 under subsection (d).

15 (3) SUSPECTED UNLAWFUL ROBOCALL.—The
16 term "suspected unlawful robocall" means a call that
17 the Commission or a voice service provider reasonably
18 believes was made in violation of subsection (b) or (e)
19 of section 227 of the Communications Act of 1934 (47)
20 U.S.C. 227).

21 (4) VOICE SERVICE.—The term "voice service"—
22 (A) means any service that is inter23 connected with the public switched telephone net24 work and that furnishes voice communications to
25 an end user using resources from the North

1	American Numbering Plan or any successor to	
2	the North American Numbering Plan adopted by	
3	the Commission under section $251(e)(1)$ of the	
4	Communications Act of 1934 (47 U.S.C.	
5	251(e)(1)); and	
6	(B) includes—	
7	(i) transmissions from a telephone fac-	
8	simile machine, computer, or other device to	
9	a telephone facsimile machine; and	
10	(ii) without limitation, any service	
11	that enables real-time, two-way voice com-	
12	munications, including any service that re-	
13	quires internet protocol-compatible customer	
14	premises equipment (commonly known as	
15	"CPE") and permits out-bound calling,	
16	whether or not the service is one-way or	
17	two-way voice over internet protocol.	
18	SEC. 14. HOSPITAL ROBOCALL PROTECTION GROUP.	
19	(a) ESTABLISHMENT.—Not later than 180 days after	
20	the date of the enactment of this Act, the Commission shall	
21	establish an advisory committee to be known as the "Hos-	
22	pital Robocall Protection Group".	
23	(b) Membership.—The Group shall be composed only	
24	of the following members:	

0 0 0

1	(1) An equal number of representatives from
2	each of the following:
3	(A) Voice service providers that serve hos-
4	pitals.
5	(B) Companies that focus on mitigating un-
6	lawful robocalls.
7	(C) Consumer advocacy organizations.
8	(D) Providers of one-way voice over internet
9	protocol services described in subsection
10	(e)(4)(B)(ii).
11	(E) Hospitals.
12	(F) State government officials focused on
13	combatting unlawful robocalls.
14	(2) One representative of the Commission.
15	(3) One representative of the Federal Trade
16	Commission.
17	(c) Issuance of Best Practices.—Not later than
18	180 days after the date on which the Group is established
19	under subsection (a), the Group shall issue best practices
20	regarding the following:
21	(1) How voice service providers can better com-
22	bat unlawful robocalls made to hospitals.
23	(2) How hospitals can better protect themselves
24	from such calls, including by using unlawful robocall
25	mitigation techniques.

1	(3) How the Federal Government and State gov-	
2	ernments can help combat such calls.	
3	(d) PROCEEDING BY FCC.—Not later than 180 days	
4	after the date on which the best practices are issued by the	
5	Group under subsection (c), the Commission shall conclude	
6	a proceeding to assess the extent to which the voluntary	
7	adoption of such best practices can be facilitated to protect	
8	hospitals and other institutions.	
9	(e) DEFINITIONS.—In this section:	
10	(1) GROUP.—The term "Group" means the Hos-	
11	pital Robocall Protection Group established under	
12	subsection (a).	
13	(2) STATE.—The term "State" has the meaning	
14	given such term in section 3 of the Communications	
15	Act of 1934 (47 U.S.C. 153).	
16	(3) VOICE SERVICE.—The term "voice service"—	
17	(A) means any service that is inter-	
18	connected with the public switched telephone net-	
19	work and that furnishes voice communications to	
20	an end user using resources from the North	
21	American Numbering Plan or any successor to	
22	the North American Numbering Plan adopted by	
23	the Commission under section $251(e)(1)$ of the	
24	Communications Act of 1934 (47 U.S.C.	
25	251(e)(1)); and	

1	(B) includes—
2	(i) transmissions from a telephone fac-
3	simile machine, computer, or other device to
4	a telephone facsimile machine; and
5	(ii) without limitation, any service
6	that enables real-time, two-way voice com-
7	munications, including any service that re-
8	quires internet protocol-compatible customer
9	premises equipment (commonly known as
10	"CPE") and permits out-bound calling,
11	whether or not the service is one-way or
12	two-way voice over internet protocol.

Union Calendar No. 133

116TH CONGRESS H. R. 3375

[Report No. 116-173]

A BILL

To amend the Communications Act of 1934 to clarify the prohibitions on making robocalls, and for other purposes.

JULY 23, 2019

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed